POLICY PERSPECTIVES IN TEACHER EDUCATION

Critique & Documentation

NCTE

National Council for Teacher Education

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RECOMMENDATIONS OF VARIOUS
COMMISSIONS AND COMMITTEES
ON TEACHER EDUCATION

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Preface

The first five decades after Independence have witnessed major changes in educational policies and in strategies for their implementation. On various occasions and in differing contexts, several commissions and committees have reviewed the achievements and attempted to develop a vision for future. It is also widely acknowledged that while achievements in the field of education are appreciable and noticeable, much more needs to be done in terms of the quality and relevance of education. This implies continuous improvement of the quality and orientation of programmes being undertaken for teacher preparation, both at the pre-service and in-service stages.

The National Council for Teacher Education (NCTE) was established with a view to achieving planned and co-ordinated development of teacher education throughout the country and for regulation and maintenance of norms and standards. One of the first few projects which the Council decided to undertake was the compilation of relevant recommendations on teacher education contained in the reports of important commissions and committees on education. An experimental version of the compilation was published in 1995 and made available to training institutions, educationists and those interested in teacher education. In view of the overwhelming response and suggestions received, it was decided to bring out a comprehensive version of it, along with a critique of the developments that have taken place in this field. It was felt that this would help readers to appreciate the significance of the various recommendations and suggestions. Several eminent educationists of the country were consulted on the project and in determining the structure

and design of this book. Professor M.S. Yadav was requested to undertake the task of preparing the critique on the developments in teacher education. He was assisted by Professor T.K.S. Lakshmi. Dr Rajendra Pal and Ms Sapna Sharma also assisted for brief periods as Project Fellows. The entire compilation has been edited and finalised by Professor T.N. Dhar with the assistance of Dr K. Walia who also provided valuable academic inputs and coordinated the project. NCTE would like to express its gratefulness and sincere thanks to all of them for the effort they have made and the support they have given to complete this project. The necessary planning and production support was provided by Mr S.K. Grover and Mr S.S. Sharma. Their contribution too is gratefully acknowledged.

It is hoped that this publication will be useful to policy planners, decision-makers, teachers, teacher educators, researchers in teacher education and also students of teacher education programmes.

New Delhi
December 1998

J.S. RAJPUT
Chairman, NCTE

PART I

CRITIQUE, DIMENSIONS AND ISSUES IN TEACHER EDUCATION

This entire project was conceptualised and initiated by Professor J.S. Rajput. The draft of this critique was initially prepared by Professor M.S. YADAV assisted by DR T.K.S. LAKSHMI. It was subsequently edited and finalised by DR T.N. DHAR with the assistance of DR K. WALIA.

ONE

Review of Pre-Independence Period

The development of teacher education in India can be examined in two distinct periods, viz. before and after Independence. Its origin dates back to the early nineteenth century. The story of its development is impressive. Teacher education found its roots soon after its inception and quickly diversified itself. This could be due to several factors. The introduction of 'English education' in formal schools made it necessary for teachers to teach something which was quite new to them. The content being non-religious and not based upon Indian culture, the known methodologies fell short of expectations; officers reporting from several places felt that learning by students was essentially by rote and that there were no appropriate books for them.[1] The administration was keen that the money it spent on education led to proper results. There was eagerness on the part of private and missionary initiative to ensure success in their efforts. Lastly, the nature and relevance of teacher education programmes could not be ignored.

The development of teacher education has been continuous. It not only got established quickly but has also diversified into different programmes, each with a well-differentiated form and structure. A quick look at the way teacher education has evolved indicates that there have been three significant developments. First, there was a physical growth in terms of number of institutions; this process has been fairly continuous from the pre-Independence period although tremendous expansion has taken place during the post-Independence period too. Second, diversification of

[1] National Archives of India, *Educational Records*, 1781–1839, Part I, Chap. III, 1965.

teacher education programmes took place across different stages of education such as pre-school, primary, secondary and higher secondary. This occurred during the pre-Independence period for the primary and secondary stages, while its spread to higher secondary and pre-primary are essentially recent developments. The curricular and organisational structures for each of these have been generated in quite differentiated forms. Third, teacher education emerged in specific areas of specialisation like science education, mathematics education, special education, art education, physical education, language teaching and learning, and so on. As a result of these developments, teacher education today has become a significant component of our educational system with a large-scale network of various institutions and an area of academic specialisation.

It is pertinent to have an overview of how these developments have occurred during the past century and more. A brief resumé of major events in the development of teacher education in India is presented below. The initial attempts formally made towards teacher education seem to have been by some private agencies in the three Presidencies under the East India Company, during the early decades of the century. These were the Calcutta School Society formed in 1819, the Native Education Society of Bombay and the Madras School Society. These societies received grants specifically for training of teachers in their schools. The annual reports of the three Presidencies mention the attempts made by these societies to educate their teachers. In Madras, the Madras School Society's efforts were noted with appreciation and an amount was sanctioned in support of its activities even before 1824.[2] This suggests that the earliest efforts in teacher education for working teachers were in the nature of private initiatives.

State initiative ensued towards the end of the eighteenth century and as an aftermath of the government assuming responsibility for education in India. Non-availability of an adequate number of schools, both

[2] Ibid.

vernacular and Anglo-vernacular, ineffective instruction provided in them and similar issues were continuously addressed by several officers. Lord Moira's Minute of 1815 on the judicial administration of the Presidency of Fort William is one of the earliest recorded views in support of the training needs of school teachers. It recorded,

> The village school-masters could not teach that in which they had themselves never been instructed; and universal debasement of mind, the constant concomitant of subjugation to despotic rule, left no chance that an innate sense of equity should in those confined circles suggest the recommendation of principles not thought worthy of cultivation by the government. The remedy for this is to furnish the village school-masters with little manuals of religious sentiments and ethical maxims, conveyed in such a shape as may be attractive to the scholars; taking care that while awe and adoration of the Supreme Being are earnestly instilled no jealousy be excited by pointing out any particular creed. The absence of such an objection, and small pecuniary rewards for zeal occasionally administered by the magistrates, would induce the school-masters to use those compilations readily.[3]

It is significant to note that the recognition of training needs existed simultaneously with the development of a formal school system. Between 1815 and 1854, opinions in favour of teacher education accumulated and spread across different administrative levels. The Court of Directors wrote to the Governor General of Bengal (1825),

> The last object we deem worthy of great encouragement, since it is upon the character of the indigenous schools that the education of the great mass of the population must ultimately depend. By training, therefore, a class of teachers, you provide for the eventual extension of improved education to a portion of the natives of India, for exceeding that which any elementary instruction, that could be immediately bestowed, would have any chance of reaching.[4]

The increasing perception of the need for more schools was widespread. Alongside, there seems to have persisted a scepticism in respect of schools not regulated or supervised by the Europeans. This is reflected in a letter of the Secretary of

[3] Moira, *Minute 1815*, in ibid., p. 25
[4] *Despatch, March 9, 1825*, in ibid., p. 50

Bombay Presidency to the Governor General of Bengal (1825),

> It seems one of the greatest objections of establishing numerous new schools at once is, that the persons who would be employed might be expected (from the experience we have already acquired) to oppose or to neglect the introduction of any improvements whether in the matter or the manner of instruction, without a much more vigilant European superintendence than could possibly be afforded.[5]

While the European supervision was never doubted, training of teachers of schools gained attention as a possible mechanism for expanding the school system at a cheaper cost by using 'native' teachers and maintaining a certain quality. It is such a consideration which Thomas Munro, Governor of Madras, expressed in his proposal of 1826:

> What is first wanted, therefore, is a school for educating teachers, as proposed by the Committee of Madras School Book Society, in the letter of the 25th October, 1824, which accompanied their second report. I think that they should be authorised to draw 700/- rupees monthly from the Treasury for the purpose which they have stated; namely, for the payment of the interest of money employed in building and the salaries of teachers, 500; and for the expenses of the press, 200.[6]

Along with providing financial support to private initiative, Munro also gave a detailed proposal for establishment of training schools in each collectorate as principal schools, with a continuous supply of trained teachers. Thereafter, one school could be provided for in each of the 300 *tahsils* under his Presidency. The Secretary of Bombay Presidency made a plea for a similar cause around the same time:

> A great delay in the establishing of schools at the Presidency has arisen from the necessity of educating the school-master in the first instance, and a number of youths are with that view under

[5] *Farish*, Secretary of Bombay Presidency to Governer General of Bengal, in ibid., p. 49.

[6] *Sir Thomas Munro's Proposal*, Point 5, March 10, 1826, in ibid., p. 74.

> instruction. If, therefore, it be resolved, that Government should assist in establishing schools where they are not, the first step for rendering them really useful would be to collect youths for the purpose of instructing them according to a proper system, and in proper books and branches of knowledge, and after they have attained sufficient maturity to qualify them for the duty at a school which can be ably superintended, to appoint them to the schools for which they have been selected.[7]

As a result of several such developments, the three private societies were granted some sums of money. The reported impact of training of teachers was quite positive, though not fully effective. A recognition of the inevitable slowness in accruing more positive results in any new practice was also there. An example of such a perception is, in Munro's words,

> We must not be too sanguine in expecting any sudden benefit from the labours of the School Book Society. Their disposition to promote the instruction of the people by educating teachers, will not extend it to more individuals than now attend the schools; it can be extended only by means of an increased demand for it, and this must arise chiefly from its being found to facilitate the acquisition of wealth or rank, and from the improvement in the condition of the people rendering a large portion of them more able to pay for it. But though they cannot educate those who do not seek, or cannot pay for education, they can, by an improved system, give a better education to those who do receive it; and by creating and encouraging a taste for knowledge, they will indirectly contribute to extend it. If we resolve to educate the people, if we persevere in our design, and if we do not limit the schools to Tahsildaries, but increase their number so as to allow them for smaller districts, I am confident that success will ultimately attend our endeavours. But, at the same time, I entirely concur in the opinion expressed in the 5th report of the Calcutta School Book Society, when speaking of the progress of the system, that its operation must therefore of necessity be slow; years must elapse before the rising generation will exhibit any visible improvement.[8]

Government initiative in teacher education came only as a consequence of Wood's Despatch of 1854. The general

[7] *Evidence of 1832*, in ibid., p. 49.

[8] *Sir Thomas Munro, Minute*, March 10, 1826, in ibid., p. 75.

opinion thus generated among administrators received support after Wood's Despatch (1854) recognised 'the great deficiency in the facilities for teachers' training' and 'desired to see the establishment, with as little delay as possible, of training.'[9]

As a sequel to this, normal schools for training primary school teachers were established in each Presidency, making formal the official acceptance of teacher training as an integral part of the Indian education system.

The Presidency towns were the first to have normal training schools, with Madras in the lead (1856). These schools were found to be quite effective in the sense that their products were found to be superior to untrained teachers in schools. The actual number of teachers they trained was very small even in comparison to the low figures of enrolment in them. In 1859, Stanley's Despatch (1859) observed that 'the institution of training schools does not seem to have been carried out to the extent contemplated by the Court of Directors'.[10]

With continued and increased emphasis on normal school training for primary school teachers, there was an increased expansion of teacher education. After a decade, in 1881–82, the number of normal schools went up to 106. However, the total enrolment at these schools was low, viz. 3,886 teacher trainees, and the annual expenditure increased to Rs 4 lakh.

Records indicate that normal schools initially provided pedagogic training of some sort for teachers of primary schools. The duration and nature of training seem to have varied across the Presidencies, though in all three stipends were given to teachers under training. Soon they were expanded to include prospective teachers who were 'bright, young men' willing to receive training with stipend. The Inspectorate selected persons for admission and not the headmasters of the schools. Significantly, separate training was given for prospective teachers for each class/grade.

[9] *Wood's Despatch*, 1854, ibid., in p. 49.
[10] *Stanley's Despatch*, 1859, in ibid., p. 49.

Separate schools for female teachers were also established at different places, though several headmistresses reported difficulty in attracting larger numbers for such training. Gradually, school education expanded to include 'middle' classes and a little later, secondary classes. The establishment of universities after 1857 led to an increase in the number of colleges. This development had an impact on normal schools. While the main focus was on providing knowledge and pedagogy suited to particular grades, students were permitted, along with a special course on 'Method', to study subjects for matriculation which would facilitate their entering universities later.

Normal schools gradually began to attract more students for being selected for stipends and certification, which came to be seen as a surety for getting jobs. In fact, some annual reports from the Presidencies expressed concern about the 'wrong' youth getting selected which affected the quality of training. Several inspectors were irked by the increasing tendency on the part of students to perceive their selection to these schools as placing an obligation on the government to assure them subsequent placement on completion of their training.

In view of the expansion and diversification that had taken place in the educational system, the Indian Education Commission (1882) provided some definite directions for furthering teacher education in India. The commission not only approved of teacher training programmes for both elementary and secondary school teachers but also recommended a separate programme for secondary school, distinctly higher in level, form and method. Such a programme should include, in the view of the commission, 'an examination in the principles and practice of teaching. . . success in which should hereafter be a condition of permanent employment as a teacher in any secondary school, government or aided.'[11]

The commission also recommended separate training

[11] *Indian Education Commission, 1882*, quoted in Nurullah and Naik, *Students' History of Education*,1964, p. 231.

programmes for graduates and undergraduates. As a sequel to the report of the Indian Education Commission (1882), training colleges were established for the first time and soon six training colleges came into existence, one each in Allahabad, Jabalpur (1890) Kurseong, Lahore, Madras, (1886) and Rajamundry (1894). Of these, the colleges at Madras and Rajamundry had their origins in normal schools which were upgraded to colleges when Licentiate in Teaching, equivalent to a degree, was introduced in them. Due to the lack of a building, the training college at Rajamundry was shifted to the local Arts College and functioned as part of that college. As a result, though it continued to provide a Licentiate in Teaching programme during this period, the Madras college came to be recognised as the only exclusive training college for secondary school teachers for the entire Presidency till 1917. Besides these six training colleges, there were 50 training schools for secondary school teachers.

Thus, by the end of the nineteenth century, teacher education became established as a substantial structural set-up. Though it was predominantly a state-supported programme, there was an increase in private initiative too, mostly with state financial support. The institutional structure of teacher education diversified into normal schools, secondary training schools and training colleges, run by the state and private enterprise, and with well-differentiated training inputs as well as procedural and certification details.

The increasing needs of the field and the accruing experience of teacher education programmes as well as the growing knowledge base, brought to sharper focus the issues of appropriate streamlining of form, structure, content and methodology of teacher education. Such issues were the concern of the early twentieth century educational scene.

The onset of the twentieth century ushered in a period of real transition in the field of education as it did in political and social spheres in India. The seeds of transition were sown by the Viceroy, Lord Curzon (1902–05). He took several significant steps to improve the quality of education. His emphasis was on improvement of quality and not quantity at the university level, better control and improvement at the

secondary level and expansion and quality at primary level. He highlighted these concerns in his 'Resolution on Education Policy' (1904), which is more commonly known as the 'Government of India Resolution of 1904'. The Resolution prescribed conditions to be satisfied by schools to be eligible for receiving grant-in-aid and recognition by the government. One of these conditions was that '. . . the teachers are suitable as regards character, number and qualifications. . .'. The Resolution emphasised the necessity of providing a large number of training institutions for primary teachers; the duration of training being a minimum of two years. Nurullah and Naik (1964) remark, '. . . by far his [Curzon's] greatest contribution to the subject was to emphasise the training of rural primary teachers in elementary agriculture which he desired to be taught in all rural primary schools which were mostly attended by the children of agriculturists.'[12]

The other recommendations relevant to teacher education in the Government of India Resolution of 1904[13] were:

(i) the equipment of a training college should be as important as that of an arts college;
(ii) the training courses for graduates should be one-year university courses leading to a university degree, while training courses for undergraduates should be of two years;
(iii) the theory and practice of teaching should be included in training courses;
(iv) a practising school should be attached to each training college;
(v) every possible care should be taken to maintain a connection between a training college and schools.

[12] Ibid.

[13] *Government of India Resolution of 1904*, quoted in Kuldip Kaur (ed.), 'Education in India (1781–1985)—Policies, Planning and Implementation, Centre for Research in Rural and Industrial Development, Chandigarh, 1985, p. 301.

Before the Resolution could be implemented, Curzon was recalled in 1905. The Resolution, however, provided direction to further action by subsequent Viceroys who decided to continue with these decisions. As a sequel to the Minto–Morley Reforms of 1909, the government passed another Resolution on Educational Policy in 1913 which, among other things, declared that '. . . eventually under the modern system of education no teacher should be allowed to teach without a certificate that he is qualified to do so.'[14]

Within less than a decade after this, the Calcutta University Commission (1917–19) was set up under the chairmanship of Dr Sadler. Though its terms of reference were limited to Calcutta University, it made some recommendations which had implications for other educational institutions as well. The commission laid stress on substantially increasing the output of trained teachers. It recommended that a Department of Education should be created in the Universities of Dacca (Dhaka, now the capital of Bangladesh) and Calcutta, and that education should be included as a subject of study in intermediate, B.A. and M.A. degree examinations. The commission was in session during World War I and the submission of its report coincided with the ending of the war, the Khilafat Movement and the Jallianwalabagh massacre. It was around this time that the Government of India Act 1917 was passed, providing for diarchy. Under this scheme elected provincial legislature were given greater powers and made responsible for the transferred departments, which included education among them. This, no doubt, provided scope for more 'Indian' participation, but put an end to the interest shown earlier by the central government. This the Hartog Committee later termed as 'unfortunate'. The Non-Cooperation Movement launched in 1920–21 and the Civil Disobedience Movement (1930–32), along with political developments in between did not allow diarchy to function for long. Not many new developments occurred between 1920 and 1929, when the Hartog Committee was constituted. The

[14] National Archives of India: *Educational Policy Resolution—1913*, p. 301–2.

various achievements in education of this period included a marginal increase in the number of educational institutions despite the large-scale boycott of English schools and colleges. The idea of a national education system received fresh impetus and institutions with explicit nationalist leanings mushroomed all over the country. More details of these are given in a later sub-section. One of the most significant new development in the year 1927 was the passing of the Compulsory Primary Education Act by most of the provincial governments.

The growing dissatisfaction with the educational system, its growing size and the revival of a parallel network of national education institutions alarmed the government about the falling quality of education making it 'largely ineffective and wasteful'. In order to look into the matter more carefully and make relevant suggestions, the Auxiliary Committee of Indian Statutory Commission, more commonly known as the Hartog Committee, named after its Chairman, Sir Phillip Hartog, was set up in 1929.

In the context of large-scale premature withdrawal of students from primary schools, the Hartog Committee (1929)[15] made important recommendations about the training of primary school teachers:

(i) raising the standard of general education of primary school teachers;
(ii) lengthening the duration of training courses;
(iii) provision of adequate staff for training institutions;
(iv) improvement of service conditions of primary school teachers to attract and retain better quality of teachers.

These recommendations led to the setting up of inservice education programmes for primary school teachers. Training institutions were equipped with laboratories, libraries and practising schools. It was for the first time that explicit concern about the service conditions of school teachers was indicated as a recommendation by any committee. In accordance with the above recommendations

[15] Ibid.

efforts were made to streamline training and the working conditions of teachers. One such effort was that made by the Committee on Recruitment, Training and Conditions of Service of teachers, which specified the following duration for different teacher training programmes:[16]

Pre-primary teachers	2 years
Junior basic (primary) teachers	2 years
Senior basic (middle) teachers	3 years
Non-graduates in high schools	2 years
Graduates in high schools	1 year

The Central Advisory Board of Education adopted these in 1943.

Amidst the turmoil of World War II (1939–45) and the Quit India Movement (1942), a major event of educational significance was the setting up of the Sargent Committee in 1944. With regard to teacher training, the Sargent Committee recommended the following:

(i) Provision should be made for training different categories of teachers
   - two years for pre-primary, two years for junior basic (primary) teachers;
   - three years for senior basic teachers;
   - two years for undergraduates in high schools; and
   - one year for graduates.

(ii) Suitable persons for teaching jobs should be picked up during the last two years of their high school course and they should be given stipends for receiving teacher training.

(iii) Refresher courses should be organised for giving inservice education to teachers.

(iv) Research facilities should be provided.

(v) Teaching practice should be strengthened.

Meanwhile, inservice training in the form of short courses, evening classes, summer school courses, etc. were

[16] Ibid.

started in Madras, the United Provinces, the Northern Provinces, Bombay and Jalandhar.

These developments achieved at the instance of the colonial Government of India during 1902–45, indicate the growing concern about teacher education in respect of not only making it a necessary equipment for a school teacher, but also prescribing adequate administrative and organisational specifications as to the content, components, duration and relevance of training made available to school teachers. It is pertinent to remember that the first decade of this century was rife with political turmoil. A general attitude of suspicion and distrust towards the colonial government became increasingly widespread among Indians and, as a result, any effort by the government to 'regulate' educational institutions through quality control met with strong criticism from educated Indians. Their main objection was not so much to the government's emphasis on quality, but to its resolution not to continue educational expansion. It was felt that in the name of ensuring quality it would be easy to ease out Indians from the system and stop expansion of education, both of which would only perpetuate the social and political inequalities that existed. Charged with the spirit of nationalism which powerfully affected the Indian life, Indian nationalist leaders saw education as a very significant tool to promote equity across layers of social strata. If the colonial masters prevented Indians from any kind of benefit, Indians could procure it on their own. This spirit received great impetus from the Swadeshi Movement which began as an opposition to the Partition of Bengal (1905). Although mainly 'economic in its origin and application', its spirit affected every aspect of life. In education it took the form of 'national education' which was true to the spirit of the nationalist movement.

The existing education system came in for serious criticism for the 'unhelpful, antagonistic' official system, over-emphasis on English, distortion of Indian history, culture and life and the inculcation of western values. National leaders like Gokhale and Annie Besant voiced these growing public sentiments in strong terms. 'National education' was, as stated by Annie Besant, to declare to be totally 'Indian' and

'must meet the national temperament at every point, and develop the national character'. Although there was, at that time, some lack of clarity about the concept of a national education, it made a strong appeal to the public sentiment. A great deal of controversy as to what knowledge must be included as 'Indian', the place of modern science and technology, and English as a language for world contact were among the many issues that disturbed the nationalist sentiment. As Nurullah and Naik pertinently remark,

> The fixation of the ideas of national education was probably the simplest of its aspects. Far more difficult were the problems of organisation and execution connected with the new concept. Institutions imparting national education from the primary to the university stage had to be organised; the teachers required for them had to be obtained and specially trained; new curricula had to be developed; parents had to be persuaded to send their children to the national schools in preference to the official ones; social recognition for degrees and diplomas granted by the national institutions had to be secured; and the huge funds required for maintaining the national schools on a sufficiently wide scale had to be collected year after year.[17]

Despite such odds and the growing political disturbance which affected the youth in schools and colleges as the national freedom movement was all set to launch the next stage of offensive, efforts towards instituting a national education system as a supplementary stream continued. In fact, the developments on the political front, such as the government prohibition of students' participation in political meetings and demonstrations and the expulsion of several students from educational institutions all over the country for violation of this rule, compelled many students to boycott schools and colleges. To provide education to this category of the young, the Society for the Promotion of National Education was started in Bengal. This gained great support after the Calcutta Congress (1906) gave a call for national education for 'realising national destiny'. The society established several national schools in Bengal. Outside Bengal, only in Talegaon, near Poona, was there a fairly

[17] Nurullah and Naik, op. cit, 1964, pp. 265–66.

successful attempt. Soon, with the change in the political context due to the reunion of Bengal, national schools deteriorated. Faced with paucity of funds, they could naturally not survive on the basis of only a spirit of self-sacrifice. These institutions, however, remained concrete symbols of self-respect and a national dream. In 1920, Lala Lajpat Rai wrote,

> . . . at the present moment the movement is nothing but a dilapidated and discarded landmark in the educational progress of the country. The second impetus to the concept of national education came with the Gandhian movement of non-cooperation in 1920-21. In response to Gandhi's call for boycott of anything English, which included English-run schools and colleges, teems of students came out.[18]

In Aligarh University, a breakaway group of students formed itself into a new institution, viz. Jamia Millia Islamia. Other groups followed suit in other parts of the country by opening national universities, national colleges and national schools. 'Almost overnight, these institutions had to start functioning as full-fledged educational institutions of a type which had hardly been clearly envisaged in the past. Lack of suitable buildings and equipment and inadequate finances and trained personnel stared them in the face.'[19]

Along with education, they willingly carried on the political struggle in spite of opposition from an oppressive government. However, 'it would be no exaggeration to say that it was in the laboratory of these national institutions that the fundamental principles of the national reconstruction of education were first evolved.'[20]

It is relevant to note that teacher education was not greatly affected during this period of turmoil. Obviously, within a disturbed educational system, training of teachers could not be a major priority.

In addition to national educational institutions, the concept of 'Basic Education' as propounded by Gandhi, gained popularity, as the Wardha Scheme. It emphasised

[18] Ibid.
[19] Ibid.
[20] Ibid., p. 269.

economic self-sufficiency, to be promoted in each individual through education which would be 'work-centered'. In order to provide such education, teachers had to be trained differently. Experiential training for this was provided in some places like Wardha and Gandhigram. This was perhaps the first time that anyone had streamlined an educational programme in such a comprehensive manner, explicitly relating it to nation-building and social reconstruction. 'Buniyadi Shiksha as Nai Talim' represented the first significant effort to develop an indigenous national system of education in conformity with the needs and aspirations of the people. The main thrust of the scheme, commonly referred to as 'basic education' was 'all-round development of the child, development of a secular national outlook and readiness to undergo and withstand the pangs of nation-building, use of the immediate environment and work as the source of knowledge, integration of and correlation between knowledge and work, emphasis on the importance of experience in acquisition of knowledge, and use of the mother tongue as the medium of instruction and learning.'[21]

However, the decade prior to Independence witnessed considerable political turmoil, in the midst of which very little new effort could be made in teacher education. On the whole, at the eve of Independence the need for teacher education received wide recognition, got differentiated into programmes for primary and secondary school levels and grew into a network of a variety of institutions—normal schools, training institutes, training colleges and departments of education in some universities. The content of teacher education was streamlined so as to include theoretical and practical components of the different aspects of school education. The normal school of the past had changed in its organisation, methodology and content, although not in nomenclature. There were several institutions spread across the country. They included several private institutions, some of which had earned good repute.

In fact, with increasing experience, there accrued a

[21] NCERT, *National Curriculum for Elementary and Secondary Education: A Framework*, 1988, p. 1.

better knowledge base which enabled formulation of the substance of teacher education in more meaningful ways. The role of a teacher came in for clearer articulation and conceptual support were drawn from other cognate disciplines in order to explain the way or ways in which school children learnt, the conditions under which learning occurred, and its improvement with age, specialisation, school climate, teachers, assessment of pupils learning effectively, and so on. Out of such efforts at conceptualisation of teacher education emerged a substantial knowledge in teacher education leading the Committee of 1944 to recommend the introduction of the study of education from the senior secondary level itself; moreover, there emerged a recognition of the fact that the teacher's role was much more than that of classroom teaching. It included social awareness and sensitivity to be inculcated among learners and the impact to be made on them. This was a very significant understanding, which developed as a spin-off from national educational efforts. The methodological equipment thus had to go far beyond the subject of teaching methodology. In fact, even subject-based pedagogy had to recognise this other aspect for its own effectiveness. Another significant feature of the development of teacher education prior to Independence was the recognition that it was essentially a matter of administrative initiative or, towards later years, in defiance of it. Therefore, many of the field requirements were attended to mainly as matters of administrative regulation.

Alongside emerged the recognition that differential inputs were required for a fresh entrant teacher and a school teacher. In the beginning, working teachers were given training. It was a little later that prospective teachers were selected and provided training along with general education for the class/level they had to deal with. A third variation was that certification became a criterion of eligibility for becoming a teacher both at the primary and secondary school levels. Yet another diversification came with the Sargent Committee's (1944) recommendation that for periodic updating of pedagogic skills and competence of teachers, inservice programmes were necessary.

With the emerging knowledge base of what could be called 'educational', a more theoretical study of it at the postgraduate level came to be pursued as an M.Ed. degree. However, unable to ignore the origins of such a base in the attempts to equip a school teacher, only those with at least three years' school teaching experience were eligible to enrol for the M.Ed. degree. Moreover, research for gaining better understanding was recognised as necessary. All these brought to the fore several orientations for organising courses for different groups. These included: different stages (primary, secondary and tertiary education), different subjects and action areas (teaching of science, mathematics, languages, work orientation, practical work, etc.), as well as pre-service and inservice programmes. Also, the inadequacy of a common mode of transaction for all programmes came to be recognised.

The need for better coordination among the training programmes/institutions, on the one hand, and between a school and training institution, on the other, became a significant issue.

On the whole, by the time of Independence, teacher education had been established as one distinct component of the educational system. It was recognised as necessary for school teachers, both elementary and secondary. There were several institutions engaged in providing teacher training. The concept of the normal school of the initial years, where teachers were employed and trained while working, had undergone considerable change. In its place, full-time, pre-service teacher training programmes were initiated. The idea of 'inservice' teacher training for updating the technical knowledge and skills of working teachers had begun to emerge. Training programmes got differentiated to suit the requirements of elementary and secondary school teachers. This differentiation affected the nature, duration and components of training for the two stages. In view of this, elementary teacher training was construed as a certificate course, whereas for the secondary school teachers it was to be a degree programme. Pedagogic inputs were at the core of the training programme. The expansion of teacher education was

rather slow and inadequate. Although it left out a lot in respect of coverage of all teachers, the substance and nature of training teachers had come a long way from its humble beginnings as a normal school. It had, however, yet to be brought to the centrestage so as to make a positive impact on school education.

TWO

Post-Independence Period

Major strides have been made in teacher education since Independence. These have altered it from being a mere training component recognised as 'relevant' for school teachers, to becoming a significant and essential aspect of the education system with the stature of an independent area of specialisation. This transformation was facilitated by appropriate conditions and context after Independence.

The advent of democracy in India resulted in new hopes, aspirations and demands on education, and in highlighting the shortfalls and inadequacies in the existing educational system in relation to the seemingly unsurmountable targets and ideals to be pursued. Being at best a semi-literate nation, the ravages of prolonged colonial rule, nearly a century of struggle for freedom and World War II, left India with a weak political structure and a shaky economy. In such a situation, education came to be seen as a potent force that could lend effective support to the process of social reconstruction. The role of education in the Freedom Movement was still fresh in the memory of the new nation. Charged with constitutional commitments, the educational system had to rise to the occasion and set feasible targets. It had to provide wide access, improve quality, evolve effective organisational and administrative structures and processes, and acquire certain specialisations and autonomy. Efficient use of meagre resources for achievement of the challenging targets was necessary. This required better quality 'grassroot level' functionaries, teachers and administrators who would be able to recognise, understand and work towards the realisation of such targets. They had to realise the changed role of education in a democracy; to represent to school children through school experiences the new value orientations,

emerging concerns and changes needed for a better future for the individual and the nation.

The expectation that all children of schoolgoing age would be brought into schools and benefit from such orientation and training was impossible to achieve without the 'teacher' taking on the responsibility. Soon after Independence, inadequacy in this regard was glaring, not only in terms of the size of the available work force of teachers, but also of its quality. The gravity of the problem was accentuated due to the fact that schooling facilities had expanded by leaps and bounds, for which a large work force had to be drafted—with or without 'technical preparation' or training; there was already a large backlog of untrained teachers working in schools. Measures had to be taken for ensuring that over a period of time this problem would disappear. In the context of such stupendous problems, the available network for teacher education was far too inadequate both in numbers or size, and in the quality of its substance.

During the five decades after Independence, teacher education has come a long way from its initial bleak stature to gain an identity as a complex network of institutions and programmes with unmistakable relevance. In the context of the changing scenario, the main concerns of teacher education have pertained to: access, quality, generation of appropriate knowledge base, and enhancing responsiveness. Each of these has a distinctness in respect of its nature as well as the kinds of efforts made.

Access

A fairly evolved system of teacher education was one of the several 'colonial legacies' to free India. The system comprised several institutions engaged in training teachers of primary and secondary schools. Certificate, diploma and degree-level courses were available for study. Government and non-government initiatives has been mobilised for offering these programmes. A 'trained' teacher had come to be recognised as more effective than one without training. The initial concept of normal schools which provided 'on the job' training had given way to training as a desirable pre-condition

for teachers' employment. The need for systematic effort to understand training practices and processes to enhance their potential for impact had been perceived. At the same time, the actual number of trained teachers in primary and secondary schools was dismally low and there was an ever-growing bulk of untrained teachers.

Immediately after Independence several efforts were simultaneously made to tackle these problems. These can be summarised in terms of efforts to make teacher education accessible to both pre-service and inservice teachers. Looking back on the developments over the years, three streams of action seem to have been undertaken:

(i) expansion of pre-service teacher education;
(ii) opening of supplementary channels for clearing the backlog of untrained teachers;
(iii) stabilisation and expansion of inservice teacher education.

The expansion of pre-service teacher education is impressive if one looks at the continuous growth in the number of teacher education institutes. From a mere 10 secondary teacher training institutions in 1948, the number increased to 50 in 1965 and 633 in 1995.

It is pertinent to recollect that during this period the political situation in India has undergone several changes. For instance, seven units were created in the north-eastern region; Goa gained statehood; Sikkim joined the Indian Union; and more recently, Delhi received statehood as the National Capital Territory of Delhi. The autonomous character of political units, in the form of autonomous states, resulted in increased attention to education, including teacher education. A variety of institutions were established for teacher education. These include colleges of education (earlier known as teachers' colleges or teacher training colleges), which are either state-sponsored or privately managed, departments of education in some universities, upgraded institutions such as the Colleges of Teacher Education and the Institutions of Advanced Study in Education.

The number of training institutions for elementary

schools has not increased to the same extent as is the case for secondary level training institutions, primarily because this number has been larger from the beginning. One of their distinct features is that by and large, they have remained state-sponsored. Only in very few states, such as Karnataka, Maharashtra and Tamil Nadu, are they managed by private bodies. These institutions offer certificate and diploma-level courses. Their total number has been fluctuating. Documents indicate that in some states several of them have been closed down mainly due to the fact that whenever the government perceived that taking into account the number of teachers being prepared for the requirements, closing down of a few institutions would not have any negative repercussions. However, it would not be valid to infer that 'excess' training in some states identified during particular years meant that trained teachers were more than actually required. While a substantial number of trained teachers remained unemployed, several posts remained unfilled, suggesting that there has been a certain element of 'unplanned' effort in this area. Another feature is that since 1989, the recently upgraded institutions, viz. the District Institutes of Education and Training, have become a part of the institutional structure for the training of teachers for elementary schools.

The incidence of a backlog of 'untrained' teachers is a problem that has persisted from pre-Independence times. It has, in fact, increased during the post-Independence period. It was due to inadequate teacher education facilities during the pre-Independence period and the compulsion to employ a large number of teachers, with or without training, in order to make schools accessible across wider regions of the country. One measure adopted during the early years of Independence was the practice of 'deputing' untrained school teachers to training colleges and institutes. These teachers were deputed irrespective of the length of their service as teachers. It was more a concern about clearing the backlog that prompted such a practice than the perceived relevance of a course designed for new entrants. While this practice maintained the continuity of effort at clearing the backlog, its actual contribution was not very substantial.

Although the percentage of untrained teachers has been coming down, the backlog of untrained teachers has not been completely cleared. In states of the eastern and northeastern region the percentage of untrained teachers is considerably high; in some cases, as high as 60 and 70 per cent. The table below indicates the percentage of untrained teachers in various states.

Table 1

Percentage of Untrained Teachers in Schools as on 30 September 1996

S.No.	States/Union Territories	Primary	Upper Primary	Secondary	Higher Secondary
1	Andhra Pradesh	3	8	4	3
2	Arunachal Pradesh	54	57	47	33
3	Assam	32	64	70	70
4	Bihar	17	10	8	15
5	Goa	4	3	5	23
6	Gujarat	7	5	1	1
7	Haryana	3	8	4	3
8	Himachal Pradesh	14	1	2	0
9	Jammu & Kashmir	39	47	33	21
10	Karnataka	0	0	0	0
11	Kerala	33	5	1	0
12	Madhya Pradesh	40	33	32	24
13	Maharashtra	6	5	4	10
14	Manipur	50	71	68	54
15	Meghalaya	55	63	64	12
16	Mizoram	22	26	53	100
17	Nagaland	78	71	70	75
18	Orissa	1	2	1	0
19	Punjab	1	3	1	7
20	Rajasthan	2	3	3	2
21	Sikkim	60	53	49	40
22	Tamil Nadu	0	0	1	2
23	Tripura	68	70	65	47
24	Uttar Pradesh	2	2	3	3
25	West Bengal	-	-	27	28
26	A & N Islands	5	3	3	1
27	Chandigarh	0	0	0	0
28	D & N Haveli	0	1	0	1
29	Daman & Diu	3	0	5	0
30	Delhi	0	0	0	0
31	Lakshadweep	0	0	0	0
32	Pondicherry	5	5	2	0

Source: Selected Educational Statistics, MHRD, Government of India.

This points to the dire need for substantially expanding teacher education facilities. Another factor that adds to the pressure on training institutions is the increasing demand for training being regarded as the qualification for entry into and promotion in teaching jobs. A B.Ed. degree, for instance, would provide a primary school teacher access to the position of a teacher educator in elementary teacher training institutions. In addition, obtaining a training qualification has come to be looked upon as an avenue for employment by certain categories of women. Many women may not take up employment soon after getting trained, but possessing an education degree would open the possibility of obtaining a teaching job whenever circumstances compelled them to do so. This motivation will continue, although it makes considerable demand on training institutions. In view of such developments several commissions and committees have recommended opening up of other channels of support for this task. In fact, the Education Commission (1964–66) recognised in strong terms the urgent need to clear the backlog of untrained teachers and recommended opening supplementary channels which would hasten the process. Summer courses, part-time courses and correspondence courses were suggested by the commission as effective possibilities. Around the same time, a part-time B.Ed. programme was introduced in some institutions enrolling only working teachers. These teachers worked full-time in schools and during the evenings attended classes. The duration of the programme was extended to two years with the content of the part-time B.Ed. course being the same as that of the regular, full-time course. By extending the duration of the programme it was expected to cover the programme with shorter instructional hours. One more programme was introduced, which is commonly known as 'vacation course'. Under this programme working teachers went through teacher education programme for sixteen weeks during two summer vacations of eight weeks each. During this period, nearly 100–120 days of theoretical study would be completed and the practice component would be completed in one's own school. Different institutions conduct this programme differently with regard to the supervision of

practice lessons and feedback. They include teacher educators visiting schools according to the time and date convenient to them as well as the student teacher, selective supervision by teacher educators, supervision by the school principal and teacher educators, and supervision by the school principal only.

During the sixties another channel, viz. correspondence courses, was introduced. The correspondence-cum-contact mode was considered suitable especially for teachers of the secondary school stage. In order to institutionalise this mode of teacher training with the express purpose of clearing the backlog of untrained teachers, the Central Institute of Education, then a constituent of the National Council of Educational Research and Training, started in 1966 a B.Ed. programme through the correspondence-cum-contact mode. The Regional Colleges of Education at Ajmer, Bhopal, Bhubaneswar and Mysore started this programme in 1976. The programme was intended to train untrained teachers in schools who were appointed prior to 1965. All teachers appointed after 1965 were to be trained only through regular full-time courses. The Central Institute of Education stopped this programme in 1971 after it found that there was no backlog of untrained teachers in Delhi; while one of the Regional Colleges of Education (National Council of Educational Research and Training) stopped this programme in 1981 the other three discontinued it from 1987. Though these five institutions, i.e. the Central Institute of Education and the four regional colleges of education, have since given up the programme, their involvement along with their academic credibility were instrumental in making programmes of secondary school teacher education through the correspondence mode more widespread. One other factor that gave impetus to correspondence courses was the three delegations of experts sent by the University Grants Commission to the erstwhile USSR during 1967–69, to study the system of correspondence courses and suggest the suitability of this channel for India. These delegations made positive recommendations and included 'teacher training' as one of the areas in which courses through the correspondence

mode could be offered to begin with. During the seventies and later, such courses leading to a B.Ed. degree, have been instituted by many universities. By 1996, the number had increased to twenty-four.[1]

The way correspondence courses have expanded and have been implemented leaves much to be desired. They have assumed the status of an 'alternative' channel, deviating from the original supplementary role of reaching out to those who cannot be accommodated in regular training institutions. On the one hand, they have drawn in large numbers, and on the other, they have come in for a lot of criticism for vitiating the quality of teacher education and making it commercialised. This aspect is dealt with in greater detail in a later section on 'Modes of Curricular Transactions'.

Quality

The concern for quality in teacher education surfaced quite strongly in the post-Independence period. This was consequent to the tremendous expansion not only in terms of the number of programmes, institutions, personnel and clientele, but also in the knowledge base that developed around it and its aspects. With an increase in the number of institutions, a larger clientele began to be drawn in, bringing in persons from varied backgrounds, abilities and motivations. Similarly, the band of teacher educators enlarged, bringing in persons with varied backgrounds and inclinations. This heterogeneity brought into sharp focus the need for effective mechanisms for ensuring quality in the implementation of teacher education programmes. The changing demands on school teachers made the existing curricula less relevant. Organisational complexities that emerged in the form of a variety of institutional structures and control mechanisms gave rise to problems of coordination, monitoring and maintaining parity among various teacher education programmes. As a result, several efforts have been made since Independence to deal with these and other developments, and

[1] Association of Indian Universities, *Handbook of Distance Education*, 1996, p. 114.

aimed at ensuring maintenance and enhancement of the quality of teacher education.

There seem to have been two broad considerations underlying all these efforts. (i) There has, in recent years, been greater emphasis on educational development which should be supportive of the process of overall societal development. For this, within the education sector, teachers are regarded as an effective instrument to make education responsive and supportive of the process of national development. The clearer identification of these expectations from education and in turn from teachers, makes it imperative to hold this view for teacher education as well. (ii) A diversified programme structure necessitated that teacher education for each stage and for various categories of teachers be based on distinctly perceived needs. This should help in sharpening the knowledge base for each programme in a distinctive manner. These two considerations put together point to the efforts that are needed to view the knowledge base of various training programmes in relation to the expectations from teachers—pedagogic, as well as their roles vis-à-vis social development, and the need for devising new programmes while at the same time modifying the existing ones. Against this broad perspective for quality concerns during the post-Independence period, one notices a few significant endeavours in teacher education. These are briefly discussed below.

There have been conscious efforts to bring together all teacher education programmes at various stages, for more focussed attention and for composite conceptualisation leading to stage-specific and programme-specific differentiated forms of knowledge base. The idea of comprehensive colleges put forth by the Education Commission (1964–66) was a step in that direction. The professional organisation, namely, Conference of Principals of Teachers Training Colleges, the first session of which was held in 1950 at Baroda, was made broad-based in the form of the Indian Association of Secondary Teacher Educators. Later, during the sixties, since its annual meeting at Taradevi, its membership was opened to all teacher educators of the elementary and secondary stages. The Indian Association of Teacher

Educators is now a professional organisation of teacher educators and at its annual conferences issues related to teacher education are discussed. It also brings out a professional journal which provides a forum for exchange of ideas and dissemination of professional information including the results of thinking, reflection and research.

Attempts were made at the national level to develop Curriculum Frameworks for Teacher Education (National Council for Teacher Education) in 1978 and 1988. The National Council for Teacher Education, after it acquired statutory status through an Act of Parliament in 1993, brought out a Discussion Document on teacher education. This has been discussed and appraised by experts, and should soon lead to a revised curriculum framework. The National Council for Teacher Education has also attempted to study specific teacher education programmes, such as the integrated courses in teacher education, with a view to improving their substantive character and implementation.

During the early sixties four-year integrated courses in teacher education were started by the University College of Education, Kurukshetra; Sardar Patel University, Gujarat; and the Regional Colleges of Education (National Council of Educational Research and Training) located at Ajmer, Bhopal, Bhubaneswar and Mysore. These were intended to improve teacher education for teachers of the secondary stage. The college at Kurukshetra, in fact, preferred to define its programme as on for preparation of 'quality' teachers. In 1994 the Maulana Azad Centre of Elementary and Social Education, University of Delhi, started an integrated course of four years for preparing teachers for the elementary school stage. The course leads to a degree, namely, Bachelor in Elementary Education. Special efforts have been made during the last few decades for improvement of inservice teacher education. These efforts have been of mainly two types: a few institutional structures were created for organising inservice programmes for teachers, viz. Directorates of Extension Programmes for Secondary Education, National Council of Educational Research and Training, State Institutes of Education (later enlarged to State Council of Educational

Research and Training), Colleges of Teacher Education, Institutes of Advanced Study in Education, District Institutes of Education and Training, etc., and certain schemes have been implemented for improving the quality of inservice teachers like Programme of Mass Orientation of School Teachers (1986–90), Special Orientation Programme for Primary Teachers (1993), and Satellite Instructional Television Experiment (1976). There have been other efforts to try out newer modes for inservice teacher education in order to reach out to a larger number of teachers. For instance, interactive satellite television or tele-conferencing was tried out successfully in January 1996 as part of the Special Orientation Programme for Primary Teachers.

Alongside, certain school systems, namely Kendriya Vidyalayas and Jawahar Navodaya Vidyalayas, have initiated their own inservice training programmes for their teachers. There is a general awareness of the need for inservice programmes for teachers at all stages of education on a continual basis.

With a view to improving teacher education at the pre-service stage, efforts have been afoot to introduce area-specific, group-specific and need-specific courses. Computer education, language teaching, environmental education, population education, special education, educational technology, science education, etc. are illustrative of such efforts. Also, traditional courses of the pre-service type are now offered with options for more differentiated courses catering to the specific needs of teachers and thereby improving their relevance.

Concern for quality has been continuously expressed by every group involved with teacher education, directly or indirectly. At the same time, strong criticism of teacher education has persisted. Such a dichotomous situation points to the fact that in spite of many efforts, teacher education has not been completely successful in keeping out some negative elements.

What has been presented so far is meant to indicate the kinds of efforts aimed at improving quality, not only in the

substance but also in the organisation, procedure and purpose of teacher education.

Knowledge Base Generation

The endeavours aimed at generating a knowledge base for teacher education provide another perspective for looking at the present scenario of teacher education. A few trends in this respect can be discerned.

The existing programmes have been under substantive revision and new ones are devised time and again. The need for revision and devising new programmes has been felt because the perspectives for teacher education have undergone change. Also, the meaning and articulation of terms like 'field relevance' have changed. These have brought to the fore the urgency to restructure programmes. The exercises of bringing out the curriculum frameworks for teacher education as a composite area of study and professional training aimed at highlighting the changing perspectives, and the proposed guidelines for the purpose, have been attempted twice already.

During the post-Independence period, teacher education institutions like the Central Institute of Education at the University of Delhi, the Centre of Advanced Study in Education at the Maharaja Sayajirao University of Baroda, and the Regional Colleges of Education of the National Council of Educational Research and Training had experimental schools attached to them with a view to making teacher education relevant to school practices. Institutions were also expected to carry out research on teaching and teacher education, and thus provide research evidence and a perspective for comprehensive conceptualisation.

Another source of relevant input to the process of conceptualisation of teaching-learning and teacher education has become available from the study of education in a disciplinary perspective at the undergraduate and postgraduate levels, leading to B.A. (Education), and M.A./ M.Sc. (Education) degrees.

The outcome of research studies in education have led to clarifying various perspectives with which teaching-learning and teacher education programmes can be viewed.

For instance, the Centre of Advanced Study in Education at Baroda opened its Ph.D. research programme to scholars from different disciplinary backgrounds, to study teaching-learning and other educational practices. This opening up offered varied research outcomes on teaching-learning and allied matters which widened the perspectives of teacher education.

Similarly, micro- and macro- level studies on education conducted by M.Phil. and Ph.D. scholars at the Zakir Husain Centre for Educational Studies, Jawaharlal Nehru University, since 1972 with the perspective of the social sciences, have offered meaningful insights.

As a national organisation, the Indian Council of Social Science Research has promoted the study of educational problems in a macro context with the perspective of the social sciences. Similarly, institutions like the National Council of Educational Research and Training and the State Councils of Educational Research and Training have supported research studies of varied types related to specific practices and processes of school education. These trends have influenced considerably the kind of educational research and its organisation in the university system and other research institutions that have been established in large numbers during the past few decades.

This inflow of knowledge in teacher education has made its knowledge base more varied in terms of perspectives and other considerations like field relevance and teachers' roles. Also, it has brought to the fore the need for devising programmes in a more specific manner with a specialised knowledge base and flexibility in organisation to suit field realities. The programmes that have been promoted during the last few decades seem to bear testimony to the influence of endeavours to develop knowledge about them.

Enhancing Responsiveness

The review of developments in teacher education suggests that several attempts have been made in the recent past to enhance the responsiveness of programmes in relation to expectations regarding them. The attempts made may not have led to a significant impact on the field in general, and one

may get the idea that different teacher education programmes still operate in a rather isolated manner. A closer scrutiny, however, would suggest that the past few decades represent some kind of a concerted effort which tends to lead, even if slowly, towards enhancement of the overall responsiveness of teacher education. Successive attempts made to formulate curriculum frameworks have consciously tried to include certain components of teacher education which should enhance their responsiveness to field needs. The curricular component of 'community work' chosen for inclusion in the Curriculum Framework (1978) at all levels, and emphasis on the use of educational technology in the revised Curriculum Framework (1988) are indicative of efforts to make teacher education more responsive.

The more recent programmes in teacher education have been designed and offered to cater to field needs as highlighted in policy documents and other academic forums. Such programmes have been devised by teacher education and other institutions and non-government agencies. Programmes like Satellite Instructional Television Experiment, Computer Assisted Learning and Teaching, preparation of science teachers, orientation programmes in environmental education, population education, human rights, non-formal education, etc., are a few examples. These are indicative of the spread of teacher education programmes on the one hand, and on the other, of the striving towards a 'response' wherever it appears necessary and feasible to actualise the teacher education component in various development programmes and processes.

Another trend that seems to have emerged during the last three decades is in terms of modes of curriculum transaction. If clearance of backlog of untrained teachers and provision of teacher education programmes for certain special groups represent field needs, the institution of correspondence-cum-contact programmes, and now their improved forms such as distance education programmes, represent steps for making teacher education more responsive to field needs. Recent trends towards developing open learning systems represent efforts to explore more varied and effective modes for curriculum transaction.

In the recent past, there have been efforts to ensure that the inservice programmes are designed in such a way that greater emphasis is laid on certain aspects of teachers' work in schools. This has been attempted through designing of appropriate curricula for these programmes. Inclusion of Minimum Levels of Learning in Orientation of Primary School Teachers and Operation Blackboard in Special Orientation Programme for Primary Teachers are examples of such efforts. Also, institutional structures have been created at all levels for ensuring regular conduct of inservice programmes, making them more responsive to field needs. Establishment of District Institutes of Education and Training, Colleges of Teacher Education, Institutions of Advanced Study in Education as institutions charged with the responsibility of organising inservice education for school teachers are examples of these. At the tertiary level also, such an effort, in the form of Academic Staff Colleges for university and college teachers, has been institutionalised throughout the country. In order to make teacher education programmes more responsive to felt needs, lending them necessary research support is another trend that has been emerging in past few decades. During the Third Five Year Plan (1961–66) the Department of Education at the Maharaja Sayajirao University, Baroda, was raised to the level of Centre of Advanced Study in Education with augmented facilities—human and others. In the eighties, three departments of education at Kerala University, Kurukshetra University and Himachal Pradesh University, were given the status of Departments of Special Assistance and necessary support was provided to strengthen their research component. More recently, three departments at the Punjab, Rohilkhand and Osmania Universities and the Department of Educational Administration at Maharaja Sayajirao University of Baroda, have been given the status of Departments of Research Support, especially to organise research which can strengthen teacher education as was envisaged in the Programme of Mass Orientation of School Teachers. The entire idea of supporting teacher education with research inputs is intended to make the former more responsive to field needs.

THREE

Institutionalisation

Teacher education has acquired recognition as an integral part of our education system. Need for it at all levels of education is no longer a matter of debate. During the past five decades, the role of the teacher has continually evolved, making it necessary for incumbents to be much more than mere pedagogues. With increased specialisations within the educational system the need for differentiation in teacher education has surfaced in order to cater to the variety of professional needs of more specific groups. Thus, newer programmes of teacher education have been continually evolved, with substantive and curricular streamlining. Specific institutional structures have been generated to provide for effective implementation of these programmes and structural organisational details for each have been worked out separately. Today, teacher education has gained visibility as a well-differentiated network of institutional programmes and categories meant for different groups of educational functionaries. It is in this sense that teacher education has become institutionalised. In other words, there is a certain streamlining of the practices and processes which operate for specific purposes and within a substantive and organisational structure. Institutionalisation has provided stability, functional specification and organisational visibility to teacher education.

Historically, this feature has its roots in the recognition of two significant facts about education at the school stage in India. The first relates to the nature of the educational endeavour when it was sought to be provided to the larger masses of children and visualised as a public system. This meant considerable increase in the number of teaching personnel. Second, when education began to become a public

system at the beginning of the eighteenth century, it was mainly through the system of English education. This required a large number of teachers who would be able to teach in schools whose curricular content was sharply different from that which existed prior to the adoption of 'English' education. These two facets of Indian education, put together, required a large number of teachers who had to be prepared suitably by equipping them with necessary teaching skills and other related attributes. This was a challenging task, and to tackle it successfully required clearly identified training arrangements in which expectations from the concerned personnel, viz. trainers, trainees, supervisory staff, etc., had to be laid down with specific operational conditions and associated norms and standards. This meant evolving appropriate organisational structures with clear purpose, form, functional expectations, coordination and operational stability. That is how an institution like the 'normal school' came up, the express purpose of which was to institutionalise the processes of training teachers of primary schools.

Later, when 'training' was accepted as a required qualification for teachers at the school stage, teacher education programmes became diversified, and separate programmes for separate stages were developed. Also, within a stage, the programme variety increased. Whenever a new form of teacher education was visualised a corresponding institutional structure was created. The Regional Colleges of Education (redesignated as Regional Institutes of Education) established by the National Council of Educational Research and Training for organising integrated courses in teacher education, the Technical Teachers Training Institutes for education of teachers of polytechnics, the special education programmes for preparing teachers for handicapped children in the national institutions at Dehradun, Bombay, Calcutta and Secunderabad, and the newly established special education units in some universities, are examples of this diversification.

Another significant off-shoot is that wherever certain functions have been combined in the same institutional structure, there seems to have been a markedly differential

emphasis on different functions. For instance, in university departments like those at the Maharaja Sayajirao University of Baroda and the University of Delhi, which performed both research and teacher education functions within the same institutional structure, one of the two, viz. the teacher training programme or research, received relatively greater priority depending upon several reasons, including orientation of institutional leaders. Similarly, institutions with responsibility for inservice programmes for teachers and research and development programmes have given differential emphasis to these functions. The National Council of Educational Research and Training and State Councils of Educational Research and Training are examples of such institutions. All this points towards the complexities involved in the process of institutionalisation for varied activities and their effective implementation.

At present, differentiated forms of teacher education can be seen in respect of the variety of institutional structures, various programmes as mainstream and/or special stream, curriculum transaction modes and/or clientele, that is, whether new entrants to the field or working teachers. Institutional structures are no longer singular simplistic units such as the 'normal schools' which earlier represented the entire strength of teacher education. At the time of Independence, teacher education institutions had become fairly diversified to include elementary teacher training institutes, teachers' colleges and departments of education in a few universities. Each of these categories has expanded. Further, several institutions engaged in or concerned with teacher education have been established.

The diversity is so great that it is quite difficult to classify teacher education institutions in a comprehensive manner. Table 2 below is an attempt to represent the range of teacher education institutions; it needs, however, to be emphasised that the attempt is by no means comprehensive or exhaustive :

Table 2
The Network of Teacher Education Institutions in India

Level	*Clientele*	*Nature*	*Institutions*	*Modes*	*Duration*
Elementary	Entrant teachers	Full time certificate/ diploma/degree	• Elementary TEIs TTIs,STCs,BTCs DIETs	Face-to-face	Two years
			• MACESE, DU	Face-to-face	Four years
Elementary	Working teachers	Full time by deputation	• DIETs, NCERT	Face-to-face	Short-term programme specific
Secondary/ Higher Secondary	Entrant teachers	Full time/Part time degree	• Colleges of Education	Face-to-face	One year
			• Colleges of T.E. (CTEs) IASEs	Face-to-face	
			• University Departments of Education	Face-to-face	
			• RIEs	Face-to-face	
Secondary/ Higher Secondary	Working teachers	Own time degree	• Directorates of Correspondence Edn.offer first degree in TE to untrained working teachers with at least 2 years experience	Correspondence-cum-contact	One-two years
	Working teachers	Own time degree	• State Open Universities in AP, Gujarat, and Rajasthan offer this programme; IGNOU has it on the anvil	Distance Education Modes	Two years
		Full time by deputation	• CTEs, IASEs, SCERTS, NCERT, CCRT, NIEPA	Face-to-face	Short to medium term programme specific
Elementary/ Secondary	Entrant teachers of distinct groups (handicapped language, Edn., Guidance Physical Edn., Technical Edn., Music Edn.)	Full time; certificate/ diploma/ degree	• Institutions with special focus on distinct areas. Eg. National Institutes for Handicapped, ELT Institutes, CIEFL, RIEs, CIIL Lakshmibai National Institute for Physical Education, Gwalior	Face-to-face	One-four years
			• TTIs		
			• Bairagadh University		

An emerging feature worth highlighting is that at all levels, from the practitioner teacher educator to the academician, to the policy maker, 'B.Ed.' seems to provide a frame of reference. Colleges of education, which are of much later origin than training institutes for elementary teacher training, seem to be more visible, even at a time when teacher education programmes for other levels are in focus for consideration of institutionalisation. The reason for this could be the enhanced academic stature conferred on 'colleges' affiliated to universities, in contrast to the teacher training institutes which are lost in the midst of the countless institutions under the state department. Besides, the colleges of education provide a degree course as against the certificate courses offered by the elementary teacher training institutes.

Establishment of such a wide range of institutions has not been accidental. At different times and in the wake of a changing context within teacher education and in the society at large, based on current views on how the former could be helped to enhance its potential, newer structures were designed and instituted. Table 2 illustrates the trend in teacher education: the 'opening up' of teacher education institutions from their shell of segregation, in the sense that exclusive institutions are being replaced by institutions performing multiple functions. Institutions such as Colleges of Teacher Education, District Institutes of Education and Training and Institutes of Advanced Study in Education, are illustrations. Further, in recent years, even non-formal education has been brought under the umbrella of organised teacher education. For instance, though the National Adult Education and Non-Formal Education programmes have included training of 'instructors' since their inception in 1979 or even earlier, there has been some scepticism in labelling these training programmes as 'teacher education', mainly because of the attributes of an 'instructor' who is not 'educated', in the same sense as a teacher trainee in regular teacher education programmes. The former works as a part-time teacher and on a short-term tenure basis. Such a view has to change in the context of changing perceptions regarding teacher education at the national level. A fact that reveals this trend is that Non-

Formal Education and Adult Education programmes have been declared to fall within the purview of the National Council for Teacher Education by its Act (1993). It has to be remembered that such a legal sanction to include the non-formal sector within teacher education may be a recent development. But the training of teachers for various educational programmes has always been accepted although not always recognised. Some of these are well-established programmes offered by institutions of repute. Kishore Bharati in Madhya Pradesh has attempted as part of its project, the training of science teachers. Similarly, 'Lok Jumbish' of Rajasthan provides training to community workers for carrying out non-formal education and literacy programmes. Gujarat Vidyapeeth's programmes for village development workers and the 'Praudh Shikshana Samitis' of several non-governmental organisations in different places, are also some examples of the efforts which have not generally been perceived as part of the teacher education network. The language teacher training institutes, technical teacher training institutes, and physical education institutes have been regarded as being 'outside' the conventional teacher education network. In fact, however, teacher education has been a significant component of the programmes operated by agencies which are not strictly speaking, 'educational'. The Ministry of Social Welfare, for instance, promotes teacher education in the field of special education. The Department of Electronics, Government of India, has a teacher education component as part of its programme of Computer Assisted Learning and Teaching.

Teacher education programmes are expected to provide some 'training' not only in pedagogy but also in behavioural attributes including attitudes, motivation, perceptions, preferences, appreciation and value orientation. The courses of study generated for the purpose have, over the years, been broadened in scope from their original emphasis on pedagogic considerations within classrooms, to include several understandings and practices useful for teachers. These have to be continually converted into appropriate curricular forms. Through these, aspiring teachers, despite

differences among them, have to become capable of being effective in their tasks at least up to some comparable standards. This continues to be a challenge even today and is likely to persist in the years to come. As a corollary of the heterogeneity and size of teaching personnel, it is often observed that many teachers are very impersonal in their approach to teaching and related functions. This makes such matters as initiative on the part of teachers, commitment, professional ethics, etc., serious issues and speaks of the many limitations of an institutionalised system of teacher education. These issues deserve to be understood in the context of a system of teacher education and suitably resolved.

While institutionalisation has provided visibility and stability, it has not spared teacher education from the usual limitations of the very process. That is, a certain rigidity, both at conceptual and organisational levels, has crept into it. The different institutional structures function in an isolated manner. Consequently, 'teacher education' has not become an area of focussed study across stages of education. This has hampered the process of enriching conceptualisation progressively, and developing a knowledge base for teacher education. This feature has received the attention of many academicians and several commissions and committees. Although recommendations have been made to overcome this handicap, very little has changed. Even the revisions suggested in the curricular framework reflect mere readjustments within the original frame of reference. Organisationally, the position of colleges of education in several states, which form the main channel for teacher education, is yet to be clarified. While for certification and examination they are affiliated to universities, administrative controls are with the state education departments, leaving them caught between two masters.

Effective and creative mechanisms to upgrade elementary school teacher education from its low academic status have yet to be generated. There is still a need for providing better qualified and interested persons who desire to be associated with elementary education and teacher education. This requires a structural flexibility with an

appropriate incentive system. These and other related issues are discussed in greater detail in a separate section as part of curricular structures. It is sufficient to note here, as experience too has shown, that there are a lot of procedural constraints which tend to stabilise, rather than standardise substantive inputs. Sometimes, procedures rather than changing field needs or academic considerations, tend to influence decision-making and practice. This is decidedly an unwanted, yet inevitable, outcome of institutionalisation.

Another peculiarity of institutions where teacher education programmes are carried out, especially those of the inservice variety, is the greater degree of 'sponsorship'. Institutions like the National Council of Educational Research and Training, State Councils of Educational Research and Training, District Institutes of Education and Training, Colleges of Teacher Education and Institutes of Advanced Study in Education tend to identify themselves with programmes which may be part of centrally-sponsored schemes. In that sense, the difference between implementation agencies of educational programmes and those for teacher education gets blurred. This may affect the independent pursuit of academic issues related to teacher education and make it less penetrating, and thus retard the pace of differentiation of its knowledge base.

As a corollary of institutionalisation, multiple organisational structures have been established for laying down norms and standards and exercising controls for ensuring them. In certain cases, the multiplicity of such structures seems to present organisational difficulties and challenges. For instance, in some states the teacher education institutions are under the control of universities as well as the state department of education. Similarly, at the national level, different norms, standards, controls and even financing of several institutions are monitored by agencies. With the increasing number of institutional structures concerned with the development of teacher education, the problem of institutionalisation and the issues involved deserve serious examination and require appropriate solutions.

FOUR

Curriculum Dimensions

The crux of the entire process of teacher education lies in its curriculum, design, structure, organisation and transaction modes, as well as the extent of its appropriateness. A professional preparation programme such as teacher education has to be sensitive to changing field conditions and be flexible enough to accommodate, absorb, delete, or perhaps do all these to some extent, in relation to changing field needs. Obviously, this requires continuous effort in all aspects of curriculum. Such effort comprises continuous appraisal of curriculum components, arriving at a plausible and relevant framework as a 'model' for different forms of teacher education, generating and testing newer practices and components, trying out innovative ideas and schemes, and generating a knowledge base through systematic conceptualisation. Effort in these directions has received greater emphasis since Independence. Concerns of this kind had surfaced even before 1947, made possible the diversification of teacher education with differential curricular inputs, and introduced theoretical study of education at the postgraduate level and educational research in university departments.

The major efforts in teacher education curriculum are articulated in terms of the following:

i. Conceptual Considerations
ii. Curriculum Framework
iii. Modes of Transactions
iv. Practice Component
v. Evaluation Component
vi. Innovative Efforts

Conceptual Considerations

The main considerations about conceptualisation centre around generating a valid knowledge base which is sound in terms of its field relevance, comprehensiveness and feasibility in implementation. Such a base has to comprise conceptual articulations on field practices and experience and processes and the complexities involved in them. This obviously has to focus not only on the teacher, his/her roles, attributes and other 'equipment' needed by him/her, the knowledge of how to perform these roles, and so on, but also on the emotional aspects involved and affecting the performance of roles within and outside instructional situations. Without such dual focus teacher education cannot be meaningful. Education of a school teacher is much wider in scope than 'training' him/her for a set of technical tasks. It is such a consideration that bears upon the efforts at conceptualisation.

Constructing a relevant knowledge base for teacher education involves much more than consolidating the field experiences of teachers inside and outside classrooms or instructional situations. It requires continuous effort in discerning relevant concepts and their articulation not only on the basis of field experiences, but also the conceptual knowledge base already generated in the field of education in specific and other cognate disciplines. That is, knowledge has to be 'derived' from the knowledge base in education in suitable forms so as to be able to 'educate' teachers. In other words, the knowledge base in education and that in teacher education have to be made distinct. This is not a simplistic whole-part relationship but is more of a system-sub-system one implying interdependence and at the same time autonomy for each.

Teacher education curriculum must comprise components that enable both entrant teachers and working teachers to become competent to discharge their functions. In this the curriculum of teacher education is different in nature from that of other 'academic' courses. As in other professional education programmes, the teacher education curriculum has to have a knowledge base which is sensitive to the needs of

field applications and comprise meaningful, conceptual blending of the theoretical understanding available in several cognate disciplines. It needs not a mere admixture of concepts and principles from other disciplines but a distinct 'gestalt' emerging from the 'conceptual blending', making it sufficiently specialized. It is pertinent to recognise the fact that the effort to evolve such a specialised knowledge base for teacher education is an ongoing process which is constantly faced with several conceptual pitfalls and complexities of application. In fact, there is hardly any singular and distinct view on what the teacher education curriculum must comprise. However, it can be observed that some broad trends have emerged with regard to the nature of the knowledge base in teacher education curriculum and the issues thereof. These have been chiefly in respect of pre-service teacher preparation programmes. The substance of inservice teacher education gets automatically defined by the need for which the programme is offered. Teacher preparation programmes, on the other hand, introduce a person to the profession by providing a proper context in which he will have to function.

The first and foremost consideration in designing a curriculum is deciding 'what' the knowledge component should be. This is a complex task as it must necessarily pertain to the manner in which education actually operates and the necessary prerequisites for a teacher working within it. Every aspect and theme in education operates in a context full of multiplicity. In other words, even apparently specific aspects like the teaching–learning process can be understood appropriately when seen in the sociological, economic, political, philosophical and educational contexts in which they operate. Questions related to even one single theme like 'learning', when taken up for helping teacher-trainees, understood in the context of education, are not all psychological. What is worth learning? How do individuals learn in different societies? How have certain learning practices and teaching modes been developed and sustained? These are some of the questions which cannot be dealt with adequately unless knowledge components from disciplines like philosophy and sociology are utilised appropriately.

Similarly, broader issues such as educational administration, policy making and similar macro processes have to be understood through concepts available in several disciplines including public administration, management sciences and history. Thus, construction of a relevant knowledge base in teacher education involves a complex intellectual exercise demanding superior academic training and specialisation. Its content needs to be drawn heavily from disciplines cognate to education, namely, psychology, sociology, philosophy, etc. The knowledge component drawn from each of these disciplines is, no doubt, relevant to teacher education. However, it must be recognised that these knowledge components represent the respective perspectives with which educational processes and situations can be understood and appreciated. At the same time, it is relevant to emphasise here that a knowledge base in teacher education relates to action, processes and situations which cannot be explained adequately only with knowledge components based on a single disciplinary perspective, say, psychological, sociological and so on. A curriculum in teacher education has to go a step further and show to teacher trainees how different knowledge components based on different disciplinary perspectives get merged and offer an understanding and explanations of all the educational processes in which a teacher is engaged to make learners learn. In practice, however, it is commonly seen that knowledge components drawn from disciplines cognate to education are largely included in the curriculum as well as transacted in the same form as they appear in the curricula of those cognate disciplines. This kind of an orientation to the curriculum and its transaction generally makes teacher education courses mere compilations of the knowledge components of different disciplinary perspectives. Various theories of learning are taught with independent theories, their views on learning, their adequacies and limitations. Discussion on theories of learning ends with an attempt to show their implications for educational situations with a view to helping student teachers develop an understanding of the learning process. It may be noted here that in all these pursuits of curriculum transaction,

teacher educators are, perhaps, not adequately equipped to present the theories of learning as psychologists would normally do. What is not generally attempted in full measure by teacher educators can be expressed as follows. Different theories of learning, though all within the discipline of psychology, present different viewpoints and explanations and suggest different operationalisations to initiate educational activities for inducing learning in learners. The real challenge for curriculum framers is to identify relevant knowledge components with the purpose of promoting in trainees 'insight' into learning situations and their organisation for maximising effectiveness and efficiency in learning. How a trainee absorbs different theories and develops a synthesised view about learning, and accordingly develops and practises his individual style of teaching, is an issue not only related to curriculum in teacher education but also to its effective transaction. The same is true for knowledge components drawn from disciplines like philosophy and sociology.

Teacher education has become differentiated into stage-specific programmes. This suggests that the knowledge base is adequately specialised and diversified across stages, which should be utilised for developing effective processes of preparing entrant teachers for the functions which a teacher is expected to perform at each stage. Construction of the relevant knowledge base for each stage of education requires a high degree of academic and intellectual understanding of matters related to teacher education at a specific stage. This involves selection of theoretical knowledge from disciplines cognate to education, namely, psychology, sociology and philosophy, and converting it into forms suitable for teacher education. These 'rendered forms of knowledge' have to be presented to teacher trainees to enable them to comprehend the appropriate knowledge base. Logically, such a base may serve as the basis to devise teaching practices which may create suitable teaching–learning processes; these may also be supported by other activities and experiences pertaining to schooling within the school, family and society at large. In actuality, the practices of, and experiences in, teaching may

help the development of insights into the process of teaching. These insights, when properly sifted and arranged, would appear relevant constituents of the knowledge base for teacher education. Such an academic and intellectual view of the knowledge base for teacher education is needed for each stage of education to conceptualise the complexities involved in designing relevant curricula and their effective transaction. In this sense, teacher education curricula at different stages cannot be seen in a linear form. They are all equally complex and challenging at each stage and demand the use of the highest intellectual tools to grasp the respective subject matter. This position of curricula in teacher education is different from the one that obtains for other subjects like physics, mathematics, history, psychology and economics, the curricula of which can be seen in a linear form and increasing in complexity as one proceeds from a lower to a higher stage. Thus, designing of teacher education curricula for each stage would call for ensuring that requisite intellectual and academic abilities supported by appropriate experiential base are possessed by those who perform this function. This would make the exercise academically viable and feasible for each stage.

In addition to the fact that the tasks of identifying the knowledge base for teacher education are quite complex, there have been problems and issues related to the organisation of the knowledge base in terms of training inputs (courses of studies in teacher education), and the modalities adopted for their transaction. Perceptions differ among teacher educators and others concerned with the development of teacher education in India. There are also differences in the willingness on their part to do some kind of experimentation to gain authentic experience and evidence with a view to finding solutions to the problems involved. This requires instituting different types of programmes at each stage. During the post-Independence period particularly, the role of teachers has been conceptualised and consciously sought to be related to community and national development in operational terms. This has meant that teacher education programmes include relevant activities for community work

in the immediate environment. Several commissions and committees, and other policy documents not only make explicit mention of this component in teacher education programmes, but also seek to operationalise it by citing some illustrative activities. Among others, these documents include: teacher education curriculum frameworks brought out by the National Council for Teacher Education in 1978 and 1988, the National Commission on Teachers-I (1983–85), the Curriculum Framework (1988) suggested by the Curriculum Development Centre in Education sponsored by the University Grants Commission (1983–85), the University Grants Commission Curriculum (1987), Education Commission (1964–66), National Policy on Education of 1968, 1986, 1992 and the Draft Policy on Education 1979, and the Eight Five Year Plans. This knowledge component, when translated into concrete training experiences for trainees, leads to the formulation of specific environment-based activities. Also, the chosen activities and especially the ways in which they are carried out would reflect in perceptible and discernible forms the ideological orientation with which a teacher education institution has to view these activities. Programmes of teacher education at institutions like Jamia Millia Islamia, Gujarat Vidyapith, Visva Bharati, Gandhigram, Vedchhi, Lok Bharati Sanosara, Kashi Vidyapith and Jain Vishwabharati attempt to provide such specific orientations. Organisation of programmes of teacher education with this consideration calls for greater 'flexibility' in training inputs and their organisational details.

Apart from the knowledge component related to national development and the consideration of identifying and developing appropriate programmes of teacher education, the emphasis should be on operationalising the role of teachers to make educational activities more sensitive, to develop and imbibe proper attitudes, value orientation and informed perceptions about cultural heritage, constitutional obligations and national identity among learners. This knowledge component when seen in terms of actual training activities would show an underlying similarity to a great extent, even if the activities chosen are apparently different. In practice, this

has yet to be effectively realised.

At the same time, there are a large number of institutions of teacher education which do not have any particular ideological orientation. For such institutions the major consideration is that of training teachers.

Variations in programmes of teacher education for each stage seem to be quite natural and acceptable; they may even appear to be desirable for evolving effective and feasible programmes. However, in practice, considerable uniformity and rigidity in curricular programmes and their transaction continues. Consequently, programmes of teacher education are viewed as rigid and not very adaptable, even by those who implement them and participate in them in different capacities. In fact, some of the procedures at institutional levels which regulate programmes of teacher education enforce the perpetuation of such rigidity in programmes.

Another relevant point with regard to the form of knowledge in teacher education emerges from the nature of teaching. Teachers in schools and even those who have never taught often have preconceived notions about teaching and how to carry out the act of teaching. For systematisation of teaching behaviour among teacher trainees, it may be necessary to equip them with theoretical knowledge; this would further be rendered into pedagogic knowledge through appropriate transformation and integration of different components relevant to teaching situations, as has been discussed earlier. It may, however, be emphasised here that the perception about teaching acts affects their efficacy and the procedural details in their execution. This element remains with the teacher as a necessary accompaniment even after the orientation to systematisation of teaching behaviour is completed formally. The teacher pursues teaching with independent practice which is continuously influenced by his/her notions and beliefs. Some of these ideas and beliefs get strengthened or evolve through experience and practice as he/she stays in the profession. This theoretical component determines actual teaching behaviour and shapes it into stable and identifiable styles of teaching.

One other aspect of teacher education curriculum

which has received attention is the practical or 'practice' component. The main emphasis here has been on the practice of pedagogy in classroom situations. This is expected to provide an opportunity to entrant teachers to experience in practice all the pedagogic concepts they study. However, experience has shown that theory and practice are not even perceived as being related. There has been a growing realisation that the practical component has to enlarge its scope to include all the roles of the school teacher along with classroom teaching. Several alternatives have been suggested and, to some extent, worked out by some progressive institutions. Yet, at the conceptual level, which of the theoretical components need to be practised and in what manner, has continued to be a matter of debate.

These considerations, which are necessary for conceptualisation of teacher education, are by no means unknown in the field. Some initiatives in this regard have been taken in the form of articulations in different fora, as well as efforts made by a few interested institutions. The very fact that the National Council for Teacher Education and the University Grants Commission have attempted separately to evolve more effective curricular frameworks at different times supports this contention. What is needed is to break the isolation of such efforts from the actual field level. Most efforts at conceptualisation have been made by theoretically oriented teacher educators and other academicians who have presented their views at different fora where these are discussed at conceptual levels. The modalities necessary to make such efforts effective at operational levels have to be seriously considered. This involves crystallising the conceptual considerations listed above, separately for each stage. Several practitioners, both teacher educators and teachers, might be interested in pursuing such efforts, and may have the necessary capability, inclination and initiative. Opportunities need to be given to these practitioners to interact with 'theoreticians' and with the involvement of both, to work out details, evolve field-feasible practices, try them out systematically and convey the entire set of experiences to others in terms of their comprehensiveness, impact potential

and relevance. Willing institutions may have to be identified and encouraged to try out varied curricula at different stages without the constraints of having to prove compatability with already existing teacher education programmes in regard to substance, organisation and certification procedures. This calls for a flexible superstructure of the teacher education system which can accommodate a variety of programmes, with ample scope for interested individual and institutional initiatives. Distant as it may sound, it is an urgent need and a possibility that needs to be nurtured and promoted by all persons concerned with teacher education.

Curriculum Frameworks

Concern about enhancing the substantive and methodological relevance of teacher education has been a continuous feature in the field. Attempts in this direction have resulted in a variety of teacher education programmes and of institutions offering them. Several institutionalised structures and practices have emerged catering to both pre-service and inservice teacher education at different levels/stages. Every commission and committee has made recommendations for making teacher education curricula more relevant and effective. There has also been a continuous academic debate on every possible aspect of teacher education—the conceptual framework, the nature of practical training, the theory–practice nexus, the duration of the programme, etc. The offshoot seems to be a gradual crystallisation of the idea that a suggestive curricular framework, indicating the nature and number of components along with details of their organisation and implementation, would act as a reference point to ensure a certain standard or quality in each teacher education programme.

Concerted efforts were initiated with greater vigour in the sixties to look into the curriculum of teacher education at various stages. The Education Commission (1964–66) made several recommendations for making them more responsive to field needs, and pedagogically more effective. After the establishment of the National Council of Educational Research and Training in 1961, special efforts were made to

organise summer institutes in school subjects for enrichment of content knowledge among teachers and promotion of pedagogical skills in them. Study groups were set up to enrich conceptualisation of the curricular dimensions of teacher education and concretisation of effective modes for their transaction. Simultaneously, professional bodies of teacher educators, such as the Indian Association of Teacher Educators, deliberated on these issues at its annual conferences.

Curriculum Framework: 1978

The National Council for Teacher Education and the Panel on Teacher Education of the University Grants Commission jointly developed in 1976 an approach paper on teacher education. The National Council for Teacher Education pursued the idea further and a Framework for Curriculum in Teacher Education was brought out in 1978 for the first time. It was the result of systematic discussions and interactions in several fora at national and regional levels. A few salient features of the Framework (1978) are discussed here.

The main thrust as projected in the Framework is on three aspects, viz. pedagogic theory, working with the community, and content-cum-methodology and practice teaching, including related practical work. The curricular details under each of these aspects have been worked out, their relative weightage specified, and credit hours for all the three aspects allocated. Other details, like duration and entry qualifications (eligibility), have been also indicated. The curricular structures have been detailed for each stage separately, viz. pre-school, elementary school, high school and higher secondary.

The Framework has indicated the objectives of teacher education separately for different stages of education so as to facilitate organisation of curriculum transaction modes and use of appropriate techniques for evaluating student teachers' learning and other behavioural outcomes. The rationale provided for each curricular component was, the

> need to develop an understanding of his (teacher's) obligation to the nation in general and to the community in particular; . . . to reinforce theoretical learnings, actual life experiences needed to be provided to the teacher trainee so that he may verify and validate his theoretical knowledge; to integrate different subjects by way of developing interdisciplinary approaches so that methods are not merely preached but also practised meaningfully in relation to the content. . .[1]

The Framework has an explicit skill-based, 'task-oriented' approach. There is a consistent focus on skills and a plea for the 'reduction' of theoretical components in the entire curricular structure. This is reflected in the specifications of the three dimensions, two of which are essentially practice-based, viz., working with the community with 20 per cent weightage, and content-cum-methodology with 60 per cent weightage. Even for the third component, viz., pedagogical theory, a skill-based approach and the principle of 'reduction' represent the perspective in which its placement in teacher education is visualised. The following extract from the Framework (1978) illustrates this point,

> If ever teacher education were to be successful in analysing its goal into a series of concrete and hierarchically graded cognitive and socio-national tasks to be accomplished by the teacher-trainee, then it would have found not only a meaningful but also an indispensable man-making process.[2]

Effective handling of instructional situations is no doubt a skill. But a skill-based view, which the framework seemed to take, oversimplifies the issue. Skill development could, at best, be taken as an initial basis to assimilate the more refined and insightful ways of teaching that a teacher has to adopt for classroom instruction. The actual 'skill' or expertise of a teacher is to quickly discern the needed combinations of skills and effectively press them into action. This can be understood and appreciated only when one has grasped skills—their scope, potential, articulation vis-a-vis

[1] NCTE (Department of Teacher Education, NCERT), *Teacher Education Curriculum: A Framework, 1978*, Chaps. II, III and IV.

[2] Ibid., p. 9.

content, level, kinds of situation, purposes and alternatives possible in their use. This makes certain types of theoretical conceptualisation about 'skills' in relation to conceptualisation on 'teaching' rather essential, with a conscious effort to seek greater matching between the two. Against this perspective teacher education, statements like the following in the Framework seem to overemphasise skill development mainly through practice, '. . . theory portions of these courses (content-cum-methodology) should be drastically reduced, if not altogether dispensed with'.[3]

Curriculum Framework: 1988

Since the publication of *Teacher Education Curriculum—A Framework* (1978), a few significant developments have taken place in education. The National Policy on Education, 1986, provided guidelines along with specific action for implementation in the form of a Programme of Action (1986) for reorienting the content and processes of school education. These have been further elaborated in *National Curriculum for Elementary and Secondary Education—A Framework*, brought out by the National Council of Educational Research and Training in 1988. Several of the concerns expressed in these documents have implications for reorganising programmes of teacher education at various stages of school education. Towards a conceptualisation of such implications, the National Council of Educational Research and Training constituted two working groups—one on 'Revitalisation and Modernisation of Pre-service Teacher Education', and the other on 'In-service Teacher Education'. Other fora have also highlighted the importance of strengthening programmes of teacher education at the school stages, and of introducing a systematic programme of professional orientation of university and college teachers.

Further systematisation and concretisation of teacher education programmes were attempted by an expert group of the National Council for Teacher Education in 1988.

[3] NCTE, op. cit., 1978, p.18.

Subsequently, the National Council for Teacher Education appointed a drafting committee to prepare the Framework for Teacher Education Curriculum. On the recommendation of its Academic Standing Committee on Secondary and College Teacher Education, it also appointed two committees—one on Four Year Teacher Education Programme, and the other on Teacher Education for the Plus Two Stage. The views of these committees on respective programmes were made available to the drafting committee. The draft framework on teacher education curriculum prepared by the committee was discussed at a national conference and revised in the light of comments and observations. The *National Curriculum for Teacher Education—A Framework*, thus finalised, was released by the National Council for Teacher Education in 1988. A brief description of what is contained in the Framework and its special features are briefly discussed.

Framework (1988) derives its rationale from developments that had already taken place, such as Framework (1978), which had stressed the need for a drastic change in teacher education curriculum. The National Commission on Teachers-I advocated an integrated curriculum, greater stress on practical skills and value orientation of teacher training programme, and the National Policy on Education (1986) made recommendations to 'overhaul teacher education', as a sequel to which school curriculum was revised. Further, the technology explosion, the changing profile of clientele and the changing expectations of teachers' roles had substantial implications for teacher education. Framework (1988) sums them up:

> Thus the future teacher will be a competent professional, skilled teacher like the one he always has been expected to be, but this would now mean that he will be an effective communicator, a designer and user of learning resources, a learning facilitator and an active participant in community life.[4]

Framework (1988) lays stress on a few principles and considerations. One such principle put forth, which is more of

[4] NCTE (Department of Teacher Education, NCERT) *National Curriculum for Teacher Education*, 1988, p. II.27, p.IV.2, p.IV.3, p.V.8 and p.V.8

an assumption, is about the nature of teacher education programmes. It sees an inherent commonality running across various programmes at all stages. The following statement seems to represent this view: 'Teacher education programmes for the different levels should share a common design with a built-in provision for horizontal and vertical mobility to break the isolation from stage to stage.'[5]

Framework (1988) suggested the following three major components of teacher education for each stage:

(a) Foundation courses, emphasising mainly the philosophical and sociological perspectives, and the psychological bases of education at the stage concerned.
(b) Stage-relevant specialisation, emphasising understanding of the professional functions of a teacher in a general way relevant to the stages, and competencies and skills of teaching relevant school subjects.
(c) Field work or practicum, emphasising application of theory in classroom teaching and in other practical activities involving students, parents and the community.

Framework (1988) felt that while this course structure will remain the most common or popular pattern, it would be worthwhile to try out alternative integrated structures. Among others, the structures include:[6]

(a) A substantial part of the two years of higher secondary education (after 10 years of schooling) could be devoted to pre-primary level training.
(b) A three-year integrated programme (after class 10) for primary school teachers.
(c) A four-year integrated programme (after 10+2) for secondary school teachers.
(d) A three-year integrated programme (after 10+2+3) for higher secondary teachers.

As has been mentioned earlier, Framework (1988)

[5] Ibid.
[6] Ibid.

takes note of the fact that training experiences presented to student teachers are traditionally rooted in theoretical perspectives from the field of psychology. And since there have been different theoretical positions among psychologists with regard to the understanding of human behaviour and its modification, they have led to varying, even antagonistic, approaches to teacher preparation. A cursory review of the stances taken by psychologists of behaviouristic, cognitivistic and humanistic persuasions substantiates the point. Framework (1988) insists that each of these perspectives yields valuable insights into teaching and learning processes. It proposes to alter this position by putting forth the view that an 'eclectic' approach be followed in designing the curriculum of teacher education and its transaction modes. It feels that such an approach would help in drawing the components of the knowledge base in teacher education from disciplines cognate to education in a more relevant manner, and help in blending them in an integrated form which will be more 'educational'. The Framework clarifies this in the following words,

> . . . In this sense the programmes of teacher education do not aim at developing purer forms of teacher training which can be explained (adequately) with one viewpoint regarding human behaviour . . . the whole process of transaction will be marked by the intent of organising effective programmes for meeting a practical and immediate goal of preparing an effective teacher rather than making him a knowledge seeker from any one theoretical viewpoint (perspective), or even a set of theoretical standpoints, separately.[7]

Framework (1988) recognises the problem of transacting curriculum effectively:

> Teacher education courses at all stages are generally of such a nature that they tend to include too many areas of knowledge and several activities. In actual operation, therefore, the programmes often lose focus, coherence, and don't lead to a very integrated view of what is presented in terms of content knowledge, skills and their applications.[8]

[7] Ibid.
[8] Ibid.

According to Framework (1988), the problem can be tackled through experimentation. Innovative practices, if given a fair trial, may lead to the identification of effective modes of transacting the curriculum. The underlying idea seems to be that in teacher education programmes, the more serious problem and greater challenge is not so much of identifying a suitable curriculum as of finding effective ways of transacting it with the entrant teachers. Towards this goal, Framework (1988) has suggested several practices and modes that can be tried out on an experimental basis with a view to evolving effective strategies for transaction of curriculum for the pre-service programme of teacher education. Framework (1988) does not suggest any 'deductive' approach towards designing the curriculum and its transaction. This would seem to be a logical corollary of the theoretical stand that the Framework puts forward, namely, the need for an 'eclectic' approach due to the multiplicity of theoretical perspectives that are available from various disciplines and also from each discipline (which are cognate to education). Framework (1988) considers it possibile to evolve an effective curriculum and its transaction modes, if several innovative approaches and practices, based on teacher educators' own experience and reflection, are clearly formulated and given a fair trial. The outcomes of such tested practices and approaches might lead to identification of ways to deal with curricular problems of teacher education. In this sense, Framework (1988) is distinctly different from Framework (1978) which was based on a singular approach of a 'deductive' nature.

After Framework (1978) was published it was discussed widely throughout the country. Consequently, some efforts were made to initiate process of revising the curricula of teacher education. However, not many substantial changes had taken place in the programmes at operational levels.[9] Instead, whatever changes were made appeared to be mere 'face-lifting' exercises within the same structure and substance. Framework (1988), in contrast, was not as widely discussed as Framework (1978). One reason for this was that

[9] NCTE (Department of Teacher Education, NCERT) *National Curriculum for Teacher Education*, 1988.

the late eighties and early nineties were the period when efforts were afoot to give the National Council for Teacher Education a statutory status, which culminated in an Act of Parliament in 1993. Further, it has to be recognised that the reasons for inadequate efforts to implement the frameworks or to try out of the suggested components were many and at various levels—individual, institutional and administrative. The issues involved were far too complex, and of both a pedagogic and organisational nature, needing closer scrutiny to arrive at an adequate conceptualisation for designing and implementing teacher education programmes which are more responsive and acceptable.

Curriculum Development Centre in Education: Framework

The third major exercise towards revision of curriculum frameworks was initiated by the University Grants Commission through the Curriculum Development Centre established in the Department of Education, Kerala University, in 1990.[10] However, the centre's programme of teacher education was confined to the secondary school stage. It based its recommendations on a critical examination of existing curricula in various universities for secondary teacher education programmes. Further, its critique is based on the experience and knowledge of members of the committee who had been associated with programmes of teacher education.

The Curriculum Development Centre in Education Framework highlights the need to base knowledge components for programmes of teacher education on disciplines cognate to education. The following extracts represent the underlying intentions: 'We teach all schools of philosophy and leave students to link the practice with a particular philosophy. Very often they form no link or only a weak link.' 'Our trainees need psycho-pedagogy and not psychology.' [11]

[10] UGC, *Report of the Curriculum Development Centre in Education (CDCE)*, 1990, pp. 12–13.

[11] Ibid.

The Framework includes three major components, viz., theory, practice and internship. It gave up terms like 'educational psychology' and preferred to use, instead, terms like 'learner: nature and development'. However, the content detailed out remains mainly educational psychology with some fringe dressings. The substantive details do not indicate the changed direction of psycho-pedagogy. The Framework provides equal weightage in terms of time to both theory and practice. As part of the practice dimension, compulsory internship as a requirement for certification has been suggested. These have been accommodated by extending the total duration of teacher education to two years.

One special feature of the Curriculum Development Centre in Education Framework is in the curricular organisation of 'optional subjects'. Two optional groups have to be studied by each student teacher, depending on subject specialisation and interest. Each of these optional groups two papers, viz., methods of teaching and pedagogical analysis. Pedagogical analysis comprises an analysis of the content of the school subject for pedagogical purposes. Details of these courses have yet to be worked out. When they are a few points may have to be carefully analysed and considered for the purpose of designing courses. One, the pedagogy seems to have some generalised theoretical knowledge and corresponding know-how which cuts across the teaching of specific subjects at any stage of education. Also, this pedagogy, perhaps part of it if not the whole, may have certain components which cut across different stages of education. Two, the pedagogical components mentioned above serve as a basis for the formulation of pedagogy in a subject-specific manner. A clearer distinction between these two components of pedagogy—the more basic and generalised, and the subject-specific—will help student teachers to appreciate the nature of pedagogy. This is relevant as the knowledge base of pedagogy can be seen by student teachers clearly and will help them imbibe the know-how in a subject-specific manner for effective use. Besides, when student teachers perceive and imbibe the two-stage constituents of pedagogy it gives them

the confidence that is necessary for anyone being initiated into the profession of teaching.

Working with the community and work experience have been stressed in all the three proposals. The purpose of this course is 'to reinforce theoretical learnings for which he (teacher trainee) may verify and validate his theoretical knowledge'. A teacher trainee, it is expected, will grow and develop insights into, sensitivity and attitude towards social problems requiring solutions. It is quite appropriate to expect a teacher to be sensitised to the socio-cultural, economic and political realities which provide him the context in which to work. Such an awareness and sensitisation may enable the teacher to design and execute classroom instruction as well as school activities in more locally meaningful ways, as well as interact with students in a more tolerant and perceptive manner. All the three frameworks suggest concrete activities for this aspect of teacher training. However, in this regard it may be relevant to consider a few points:

(i) For community work to be relevant, there is need for an understanding of the development needs of the community and initiating appropriate action to meet them. This involves the work of several people including officers at the local level and members of the community. Neither teacher educators nor student teachers may have any influence or control over such factors for executing meaningful community work.

(ii) It is not easy to deal with situations involving social prejudices, beliefs and traditional practices and other rituals. These have a direct impact on the kind of community work referred to under (i) above.

What is perhaps needed is greater effort in identifying activities which will not complicate teacher education by diversifying it and become involved in other fields of activities like social work and community leadership. Also, it may have to be recognised that making student teachers do certain innocuous activities in the community may not enhance their sensitivity to social problems and make them more perceptive

while dealing with classroom instruction and organisation of other school programmes.

The above review reveals that some concerted efforts have been made to make programmes of teacher education more responsive. The frameworks show a good degree of internal consistency and coherence in arriving at what is proposed as programmes of teacher education. Certain concerns have been seriously addressed by the three frameworks, viz., bringing teacher education programmes closer to practices in school, integrating theoretical knowledge with the practice of education thereby making the former more pedagogic, sensitising teachers to social work through participation in community work thereby bringing about attitudinal changes in them, etc. Also recognisable are the theoretical approaches that are taken as a major premise to formulate programmes. As stated earlier, while Framework (1978) adopts a 'task-oriented' and 'skill-based' approach, that of 1988 considers the 'eclectic approach' more suitable. The Curriculum Development Centre in Education Framework emphasises restructuring the existing programme of teacher education in terms of substance and duration on the basis of reflections by expert members, which is more pedagogic in nature and orientation. In spite of these efforts, teacher education has not changed substantially either in terms of curricular matter or the modes of its transaction. The changes introduced, wherever attempted, have been 'marginal'. The broad structure of the curriculum has remained fairly stable over the years. This appears difficult to explain considering the serious concerns that have often been expressed for 'revamping' or 'overhauling' of teacher education programmes.

The main focus in all the three frameworks is on pre-service. The premise seems to be that meaningful preparation ensures a prolonged impact on teacher effectiveness. While the relevance of initial orientation remains unquestioned, there is a limit to which a teacher education programme can equip an entrant teacher to face actual conditions. It is almost impossible to understand 'what' one would do in a given situation 'after' a particular period, and how one's interests

and aspirations would shape up after experiencing field realities. As an entrant, every teacher will be quite willing to be influenced by the 'logicality' of the acquired knowledge base, skills developed and perceptions and opinions formulated during pre-service. One may come to recognise that one's interests get differentiated in a particular aspect or aspects of one's profession, into area-specific inclinations. This can be seen in several school activities that teachers get involved in, apart from their 'routine' tasks. These activities are 'non-instructional' in the sense that they do not form part of the regular teaching–learning programme within a school. Participation in club activities, computer training, environment-related activities, quizzing, sports, etc., are some of the several activities which may vary in a school-specific manner. These activities provide greater options to the role played by students and so also teachers, depending on their interests and inclinations. Teachers may have greater eagerness to enhance their skills and understanding of such activities especially if they can lend support to the 'routine' expectations placed on them. In fact, at the beginning of one's career one may not even be conscious of such qualities in oneself. Such developments can result in very specific professional requirements which need to be supplemented through inservice programmes. Such possibilities suggest the need for a wide variety of inservice programmes of short-term duration with frequent access to updating for different clientele for particular purposes. In other words, newer developments, be they academic, organisational and administrative, or technical, can be better understood and internalised by field personnel than by the new entrant. These observations point to the fact that the limited purpose of any curriculum framework can at best be to suggest the basic minimum competencies required for initiating the entrant teacher, with no attempt to restrict the farthest limits of his/her understanding and sensitivities before they have even got activated. When one views the curriculum frameworks against such considerations one finds that every new framework has tried to incorporate the 'latest' into it—knowledge, technology, social and political sensitisation.

While such an attempt may make the framework seem more comprehensive and self-sufficient, it may negatively affect its feasibility even before it gets a fair and full trial.

There have been explicit statements about the need for 'updating' the professional equipment of a teacher. Underlying such expressions is the limited concern about the knowledge base and skills needing to be 'renewed'; viewing inservice orientation as a continuation, a step ahead of the preparatory stage, into diversification and specialisation within the teacher's professional area, seems to have escaped serious attention. Perhaps efforts need to be put forth towards dovetailing both pre-service and inservice programmes meaningfully so as to enable a teacher to continually explore newer possibilities in his professional endeavours without getting reduced to a routinised automaton performing repetitive tasks. Such an effort would help conceptualising teacher education in a more comprehensive manner and provide much firmer ground for developing a curriculum framework.

The time seems to be ripe for some programmatic efforts in teacher education that are basically pedagogic and educational without the overbearing overtones of cognate disciplines like psychology. The conventional diffidence in the substance of education and/or loyalty to parent disciplines from where concepts in education have been initially borrowed, may have to be given up. Therefore, what is required is not so much adding or rearranging the same curricular components in a different order and terminology, but stating them in a distinctly perceivable form reflecting the basic purpose of teacher education. In fact, Framework (1988) suggested several innovative ideas which could be tried out, as stated earlier.

Some Innovative Efforts

A cursory look at any of the curriculum dimensions detailed so far leaves one with the impression that there is a lot more to be achieved in teacher education. This need has been perceived by practitioners (teacher educators) in several

progressive institutions. Some of them have attempted to evolve their own modes of transacting the curriculum. These efforts have been made differently in respect of a particular subject area, the practice component in teacher preparation and in the overall organisation of the teacher education programme of an institution. Some institutions have attempted this in an academically more sound manner, meaning thereby, that in them programmatic research and development activities have been implemented in a procedurally sound manner, with evidence recorded objectively. Such efforts have not only enhanced understanding of different aspects of teacher education but also led to conceptualisation and institutionalisation of validated procedures. These attempts have been undertaken in different parts of the country since Independence. The most significant among such innovative efforts are described in what follows.

Integrated Courses

A major development in pre-service teacher education with regard to curriculum and its transaction has been in the form of integrated courses in teacher education. For a long time, two major points about the organisation of courses for teacher education have been under discussion. One, since the entrant teacher trainee has to ultimately teach a subject or subjects in school, he/she should acquire professional know-how in such a way that he/she can view the content and method of teaching it in an integrated form. The underlying idea is that pedagogical principles and skills find meaning only in the context of 'content', the subject matter to be communicated to the learner with a view to helping her/him learn. Two, if teaching is a profession for which entrant teachers are prepared and into which they are formally initiated, programmes of teacher education must help teacher trainees acquire the appropriate attitudinal make-up and value orientation. This, it is believed, can be acquired only through sufficiently long exposure to a consciously created environment in which specialised knowledge is acquired and put into practice, and in which participants (practitioners and

supervisors) exhibit appropriate behavioural attributes which help participants, especially new entrants (trainees), to imbibe them. This process can be facilitated if the duration of the course is longer than the usual period of one year for teacher preparation for the secondary stage. The combination of these two points led to conceptualisation of a particular type of curriculum and the transaction modalities, viz., content and pedagogy, to be offered concurrently to a teacher trainee. These courses were designated as 'integrated courses'. They were implemented on an experimental basis in a few institutions in India during the 1960s. A brief description of these along with comments on them indicating the issues involved are presented in what follows.

In 1960 the College of Education in Kurukshetra (affiliated at that time to Panjab University), started a four-year integrated teacher education programme in which academic and professional courses were taught simultaneously leading to B.Sc.(Education) and B.A.(Education) degrees, depending upon the subject area chosen by candidates. After these courses were instituted, a few issues relating to (i) admission of graduates of the integrated courses to postgraduate courses in their respective subjects, and (ii) the equivalence of integrated courses with the B.Ed. degree for the purpose of eligibility for employment as teachers in schools, surfaced. With a view to resolving these issues, courses were suitably revised in 1966, and for a better description of the nature of courses, degrees were given the nomenclature of B.Sc.Ed. and B.A.Ed. It may be added here that the scheme of integrated courses was introduced at the Kurukshetra University as a measure to attract talented candidates to teaching. To facilitate this a few provisions were made to implement the scheme, viz., admission was restricted to first class matriculates only; no tuition fee was charged; a stipend was given to 50 per cent of the students; and jobs were reserved for those who completed the courses successfully. The courses were expected to prepare 'quality teachers'. A similar experiment of instituting an integrated course in teacher education was conducted during the sixties at the Rural Institute of Sardar Patel University in Gujarat.

In 1963, the National Council of Educational Research and Training prepared a scheme of integrated courses of four-year duration to prepare teachers for various streams of multipurpose (higher secondary) schools. The curriculum of integrated courses consisted of general education, professional education and content courses. These courses were offered in a sequence for four years to maintain a balance among the three components; also, the knowledge contained in the three components was transmitted to students in an integrated way with a view to shaping and moulding them to effectively discharge teachers' functions and roles in secondary schools. Candidates who passed the higher secondary school certificate examination were eligible for admission to these courses, which were offered at the four Regional Colleges of Education of the National Council of Educational Research and Training located at Ajmer, Bhubaneswar, Bhopal and Mysore. On successful completion of the courses, candidates were awarded B.Sc.Ed, B.Tech.Ed., B.Com.Ed. degrees of the respective universities within whose jurisdiction these Regional Colleges of Education were located, viz., Rajasthan University (later, Maharshi Dayanand University, Ajmer); Utkal University, Bhubaneswar; Vikram University, Ujjain (later, Bhopal University); and Mysore University. These courses had certain special features: (i) they included teaching of languages as part of general education as it enhances mastery of other subjects (for which prospective teachers must have a high level of language comprehension), as well as effective verbal (both oral and written) communication skills; and (ii) social science was included in teacher training for science and technology students in order to foster awareness of social phenomena, as part of the conceptual framework.[12]

This experimentation of an integrated approach to presentation of academic and pedagogic knowledge inputs aimed at developing a logical and effective model of teacher education. It was expected that in due course the effectiveness of the model would be established sufficiently and it would

[12] *National Commission on Teachers I, Document No.30.*

replace the prevailing model of teacher preparation of one year after a three-year degree course.

The four-year integrated programmes of teacher education were experiments for preparing teachers for secondary schools. It was, perhaps, for this reason that the programmes received greater attention and scrutiny by those concerned with the development of teacher education in the country. The criticisms offered against these programmes were as follows. One, a young student of 16 or 17 years who passes the higher secondary examination and who is eligible for admission to an integrated course in teacher education may not be in a position to decide upon it as a career. This could be more true of a bright student who could still aspire for other fields of study, and subsequently seek other work situations than that of a teacher. This point can be better appreciated if one considers the relatively low status of the teaching profession in India and also the purpose of the scheme to attract talented students to teaching. Two, the programmes seemed to have a marginal impact on the system of teacher education. This is of course easily substantiated if one considers the total enrolment in these courses vis-a-vis the enrolment of teacher trainees in other teacher training institutions (B.Ed. programme). Estimates range from 5 to 10 per cent. Even a cursory view of this situation would suggest that the courses (integrated) could make only a marginal impact. Three, many critics felt that implementation on an extensive scale would not be feasible in view of the costs involved as well as on grounds of academic and pedagogic viability. In this connection the observations made by the Education Commission (1964–66) are relevant.

> If the integrated courses are to be organised at all and we do believe they have a place in the elastic and varied system we are recommending they should be organised in universities rather than in separate institutions set up for the purpose as is now being done in the Regional Colleges of Education. Such colleges necessarily prove to be expensive as regards staffing and equipment. High quality students do not join such institutions readily as adequate facilities to pursue studies in their special academic field or for undertaking research do not exist. While existing colleges may continue such institutions should not be expanded. The

> experiment should be tried, as we have recommended, in universities having strong departments or schools of education which would work in collaboration with departments in other subjects.[13]

Another reason could be that long-duration integrated courses, even when considered to be a better mode of preparing teachers, give no particular advantage to the prospective teacher in employment. As long as an individual is able to secure employment on similar terms after a year's training, he/she is not likely to be motivated to undertake training for four years even if it is likely to equip him/her better for teachers' tasks. The fact that teacher training institutions are established by private managements as small business ventures also does not allow the instituting of long-duration, worthwhile training programmes.

In the case of the integrated course in teacher education of Kurukshetra University, critics held the view that the products of the course were not as good as those trained in ordinary teacher training colleges. Some of them were critical of the duration of the course which, they considered, was short by a year to warrant awarding a double degree on completion of the integrated course. The Government of Punjab took note of such criticisms and appointed a committee in 1964 under the chairmanship of A.C. Deve Gowda, the then Director, Directorate of Extension Programmes for Secondary Education, National Council of Educational Research and Training. The committee was expected to compare the performance of those trained in the College of Education, Kurukshetra, and those trained in ordinary teacher training colleges at Patiala, Jalandhar and Chandigarh. The ten best students were drawn from the colleges of the two categories for comparison of their performance in theory papers and practical skills in teaching. The study revealed that the trainees of the Kurukshetra College of Education did much better both in theory papers as well as in practical skills of teaching than their counterparts

[13] Ministry of Education and Culture, Govt. of India, *Report of the Education Commission, 1964–66*, 1966, para 4.20.

from Patiala, Jalandhar and Chandigarh. Later, in 1968, a visiting committee of the University Grants Commission under the chairmanship of K.G. Saiyiddin, then Educational Adviser to the Government of India, also reviewed the working of the four-year integrated course. The committee was of the opinion that students of the four-year integrated course were satisfied with the course and that they were better motivated, which resulted in their faster and better achievement, than those of the comparable group in the university. The University Grants Commission Committee (1968) even recommended that this scheme of teacher preparation be thrown open to other students of the university. Further, the integrated course of teacher preparation was accepted by several universities with its degree being recognised as equivalent to their B.Ed degree. However, in the meantime, Haryana had become an independent state, and the government decided to discontinue the course and admission to it was stopped from 1969.

As a sequel to the recommendations made by the Education Commission (1964–66), the Government of Gujarat discontinued grants to the Rural Institute of Education at the Vallabh Vidya Nagar, Sardar Patel University, for running the integrated course, but did not introduce the scheme in its regular universities. Consequently, the experimentation in an integrated course for teacher education at the Rural Institute came to an end in the late sixties.

While reviewing the programmes of the National Council of Educational Research and Training, the Review Committee (1968) under the chairmanship of B.D. Nag Chaudhuri, Member, Planning Commission, took a view with regard to the four year integrated courses of the Regional Colleges of Education, that was similar to what was expressed by the Education Commission (1966). The Committee observed,

> The cost of the programme is high in proportion to the marginal gains in quality—in our opinion, an experiment or a pilot project which is so prohibitively costly as to be unrepeatable fails as an experiment to start with—Even if this experiment were to be tried

> at all, on a limited scale, the proper place for the experiment would be a university with well-established undergraduate departments in the subject concerned. In this situation, the costs would be considerably lower and the qualitative returns would be considerably higher. We have, therefore, no objection, in principle, to the experiment in the four-year course being conducted in such universities on a limited scale—But such experiments should not be tried in non-university institutions of the type of Regional Colleges—[14]

The Administrative Staff College of India (1978), while suggesting measures for improving internal efficiencyin the functioning of the National Council of Educational Research and Training, recommended that the pre-service training programmes in teacher education in Regional Colleges of Education should be discontinued. On the other hand, the Task Force on National Council of Educational Research and Training (1985) took the view that the innovative programmes should continue at the Regional Colleges of Education and that they need to be evaluated for wider adoption after adequate trial. A few other committees (Kapoor: 1974 and Kulkarni–Bose: 1980) also examined the merit and relevance of the integrated courses. These committees recommended the continuance of the courses at the Regional Colleges of Education.

Despite these different stands, the four-year integrated courses in the Regional Colleges of Education were restarted from 1980. They were continued up to the mid-nineties. With reorganisation of the programmes of the Regional Colleges of Education, the four-year integrated courses have how been discontinued, and the four Regional Colleges of Education were renamed as Regional Institutes of Education in 1994 on the basis of recommendations made by an advisory committee set up by the Union Ministry of Human Resource Development.

Thus, a major innovative programme of teacher preparation for the secondary stage ended before it could be expanded and absorbed into the existing institutional

[14] NCERT, *Report of Review Committee on Integrated Programme of Teacher Education in the Regional Colleges of Education, 1968*, pp. 24–25.

structures for teacher education. Although it is difficult to predict its full-scale revival as an approach to teacher preparation, the integrated courses have not completely disappeared from the scene. Recently (in 1994), the Maulana Azad Centre for Elementary and Social Education, University of Delhi, instituted a four-year integrated course leading to a B.Ed (Elementary) degree for preparing teachers for elementary schools. Candidates with higher secondary school certificate are eligible for admission to the course, which is being conducted in collaboration with two colleges of the university. This is an innovative programme designed specially to transact the principles, theories and practices of the pedagogy of elementary education with special reference to the content of schooling at this stage and also the environmental conditions in which the processes of education take place.

It may be relevant to observe here that the pattern of integrated courses in teacher education in different forms for both the elementary and secondary stages of education has been under continuous discussion during the last three decades. In 1975, at its second meeting, the Committee on Elementary Teacher Education, National Council for Teacher Education, considered a proposal for a four-year pattern of teacher education which was different from the four-year integrated course of teacher education of the Regional Colleges of Education. The new model envisaged the four-year course to be of two cycles of two years each. Candidates with higher secondary school certificate were eligible for admission. Performance at the examination at the end of the first cycle (60 per cent marks at the examination) would decide their entry into the second cycle. After completing the second cycle they would receive a B.Ed. degree and qualify for secondary school teaching. Those who scored less than 60 per cent marks in the examination at the end of the first cycle would be awarded a diploma in education, on the basis of which they could become teachers of elementary schools. After two or three years of working as teachers, they could join the second cycle of the course and qualify to receive a B.Ed. degree and become eligible for teaching in secondary

schools. The model also envisaged a one-year postgraduate professional course (the present M.Ed.) for specialisation in different areas of education.[15] This model was never given a trial.

In the mid-eighties, the National Commission on Teachers-I (1983–85) favoured an integrated course of teacher education on the pattern of Regional Colleges of Education. It recommended that each state may make a beginning by establishing at least one four-year integrated college of education, the curriculum for which should be developed by taking into account the experiences of the Regional Colleges of Education and other centres where such courses had been organised. If felt necessary, these courses could be made five-year integrated courses. The Commission also saw a possibility to develop a similar four-year training programme for elementary school teachers after class ten.[16]

More recently, while reviewing the National Policy on Education 1986, the Committee under the chairmanship of Acharya Ramamurti (1990) felt that the model of teacher training at the Regional Colleges of Education provided the necessary professional touch to training and, therefore, needs to be encouraged. It also recommended that more institutions be opened in the country on the lines of the Regional Colleges of Education.[17]

In the context of integrated courses in teacher education it may be relevant to make an observation here. Most policies of educational development after the submission of the Report of the Education Commission (1964–66) have been based on, or in same ways derived from, its recommendations. One of the basic principles of educational development in the country, propounded by the Commission, was to evolve a flexible system of education.

[15] NCTE (MHRD), *Minutes of the Meeting of the Committee on Elementary Teacher Education*, 1975, p.8.

[16] *Report of the National Commission on Teachers - I*, 1985, pp. 48–49.

[17] MHRD, Government of India, 'Towards Enlightened and Humane Society', *Report of the Committee for Review of National Policy on Education*, 1986, Part I, 1990, p. 309.

This implied a conscious effort at experimentation with programmes and their evaluation. This principle, when applied to the programmes of teacher education, would suggest that at least an integrated course could be a useful input towards evolving effective programmes of teacher preparation. Other problems like high cost and non-availability of competent faculty could be resolved by taking into consideration the suggestions made by the Education Commission and NCT-I. Further, other suggestions could be examined for their relevance. For example, modelling institutions of integrated courses in teacher education to include varied courses of teacher training at various levels of education (on the pattern of Comprehensive Colleges of Education) might reduce costs considerably and make these programmes viable academically and effective professionally.

Curriculum Framework for Quality Teacher Education: 1998

After the establishment of the National Council for Teacher Education as a statutory body in 1995, it took steps to develop a new curriculum framework. A discussion document of this framework was published and circulated for nationwide discussion in 1996. On the basis of discussion in various fora, the *Curriculum Framework for Quality Teacher Education* was published in 1998.

The foremost consideration in preparing the document has been the need for creating and ensuring autonomy to the institutions, organisations and other bodies responsible for curriculum development for teacher education. Such an autonomy should, it is felt, lead to inbuilt accountability providing for optimal efficiency of these institutions. Every effort has been made not to be prescriptive. The Framework expects teacher educators to evolve a detailed curriculum based on its suggestions. The Framework is expected to provide a broad frame of reference for local/regional initiatives to design curricula for teacher education which are relevant in area-specific contexts. With the aim at decentralising curriculum development with the prescribed framework is likely to enable teachers and teacher educators to experiment

with new ideas and alternative practices with a view to promoting quality of teacher preparation which is basic to any programme of ensuring that education provided in schools is not only relevant to people's needs but also of a high quality.

An examination of the curriculum framework reveals that it envisages a curriculum rooted in Indian reality and culture and promotes a mutually supportive system of teacher education in which training institutions and community interaction is promoted and strengthened. While the curriculum framework focusses on affective and conative domains by highlighting commitment and performance, it also apportions adequate weightage to the cognitive aspects through the development of scientific and technological literacy, use of information technology and emerging communication systems.

While the objectives for each stage are context-based, stage-specific objectives and transaction strategies have been suggested which have tremendous scope for refinement. It introduces the concept of pedagogical analysis in a focussed perspective and highlights its significance in preparation of teachers with analytical competencies. This would be highly needed for future teachers who will have to regularly bring new ideas and concepts in the curricula and at the same time learn to discard what becomes redundant. This document highlights, with due prominence, programmes and strategies that are critical to the awareness of fundamental rights and commitment to fundamental duties, particularly the aspects of national development, secularism, national integration, social cohesion and value inculcation.

The context and concerns, the teacher's profile and both the general and specific objectives help one to define the boundaries of a curriculum framework. The perceived characteristics of the envisaged curriculum framework would suggest that it reflects the Indian heritage, acts as an instrument in the realisation of national goals and fulfills aspirations of the people; responds to the latest developments in the field of education; establishes integration of theory and practice of education; provides multiple educational experiences to teachers; enables teachers to experiment with new ideas; ensure inseparability of pre-service and in-service education

of teachers; sets achievable goals for various stages of teacher education; and provides for use of communication technology.

An important contribution that the framework makes—and which has not found an adequate place in earlier frameworks—is the preparation of teachers for alternative systems like non-formal education, adult education, distance education and also education of teachers for +2 stage vocational programmes. This should help create a system of teacher education in areas where teacher preparation has remained weak, vague and somewhat nebulous. The emphasis on in-service teacher education programmes which again has remained a rather weak area is also welcome as are some of the suggestions which, if implemented, would help in developing a professionally oriented system of teacher education. Of particular significance in this regard are the proposals to increase the duration to two years of B.Ed. and institutions of Master's level programmes in teacher education which are stage-specific.

FIVE

Modes of Curricular Transaction

The crux of a teacher education programme is the manner in which it is implemented. This can be observed in the modes in which the curriculum is transacted. Modes of curricular transaction pertain to the channels adopted for providing learning experiences to trainees. These act as the real 'links' between the expectations placed on a teacher education programme on the one hand, and on the other, the process of enabling teacher trainees to absorb the essentials and actualise these expectations. To put it differently, the modes of transaction represent an operationalisation of the various components of teacher education programmes.

The mode of training to be adopted for any educational programme has to be determined on the basis of certain criteria. These include: the purpose or goals of the programme, the characteristics of the clientele, the nature of the substance to be transacted, the nature of learning activities to be provided, the infrastructural arrangements available and the organisational inputs required. At a deeper level, selection of training modes involves other factors concerning individuals, the community, administrative initiative, professional compulsions, market forces, etc. The mode selected has to act as a channel to cater to all these. This is what makes it a crucial act.

In teacher education, transactional modes have essentially been of two categories, viz., the face-to-face mode and the distance mode. The face-to-face mode refers to instructional interactions in which learners and the teacher transact a curriculum in a face-to-face situation. This mode includes inputs like seminars, discussions, lectures, demonstrations and any activity involving direct interaction between the learners and the teacher. The distance mode, as the term indicates, pertains to all kinds of interactions between the

teacher and learners in which they are not in direct contact with one another and require a third channel or medium for contact. These include the print, audio, video, or any other mode. Open learning systems generally utilise such modes. Due to the indirectness of the contact or the distance between the teacher and learner, none of these media can by itself suffice for effective instruction. They are, therefore, used in combination in order to make experiences more 'realistic' and meaningful. Of late, more interactive media have been designed and utilised, such as interactive satellite television or tele-conferencing. The two modes need not be mutually exclusive.

The face-to-face mode is the oldest and most widely accepted mode. Obviously, at a time when electronic media were not available and even the print medium was unknown, the most easily accessible channel for transmission of knowledge and for communication was through face-to-face interaction with the teacher. With printing and the public school system, text books became available and assumed significance. Over the years, the print medium has provided support to oral communication with the teacher, as the main focus in schools. Correspondence education acquired significance as an alternative to 'teacher talk' in India, with increased availability of printing facilities. As correspondence education widened with the emergence of open learning systems, the media of transaction were diversified to include audio, visual and audio-visual mechanisms. More recently, interactive television has come to be used for communication of knowledge. The use of media has resulted in new roles for a teacher: that of a designer and developer of these media making them suitable for instructional purposes, and that of a user of these during instruction.

The justification for the face-to-face mode seems to be both conventional and academic. In India, most educational programmes are provided through this mode. There is a premise that knowledge needs to be 'imparted' by a teacher. The teacher's role is that of a mediator between different forms and kinds of knowledge and the somewhat innocent, unaware (perhaps, ignorant) learner. Without the teacher, the

effectiveness and extent of learning is seen to be doubtful. Face-to-face interaction provides a learner with an opportunity to personally experience how a seasoned mind articulates abstract knowledge, presents it in intelligible form and clarifies any difficulties that are experienced in comprehension. He/she gains confidence by seeing other learners participate in the same process. All such possibilities help a learner evolve his/her image and recognise his/her strengths and weaknesses as well as interests and inclinations. Perhaps, such a view has developed due to the cultural inheritance of the 'guru' concept in India. Even elsewhere, there have been indications in support of the teacher's direct involvement with the learner for effective learning. Literature has numerous statements emphasising the need for the teacher as a role model, as a mentor, and so on. Henry van Dyke's words reflect such a view very effectively :

> Knowledge from books
> with little effort do we gain!
> But it is the love for knowledge
> That comes from his gentle touch!
>
> —from *Tribute to the Unknown Teacher*

In professional education, the teacher's presence has particular relevance. For, he/she not only demonstrates the 'how' and 'what' of the profession, but also ascertains that the entrant or trainee is moving in the right direction in acquiring knowledge, skills and developing interest and attitudes. This is expected to be ensured by keeping the learner under one's guidance and supervision, inspiring the young entrant by one's own conduct. Teacher education could not remain uninfluenced by this tradition. While there may be little to disprove this, one has to recognise the basic assumption in the entire argument, viz., that a teacher possesses exceptional qualities. Whether all teachers can do these things effectively is a matter for debate. The extent to which minimising the teacher component in a face-to-face situation, or allowing a student to fend for himself, would relatively affect a student is difficult to establish. However, what is significant is that such considerations have dominated our views and consequently,

the face-to-face mode has gained wide acceptance.

In teacher education more particularly, there appears to be a diffidence to adopt any curricular transaction other than the face-to-face mode. This can be observed in the views expressed by several committees and commissions, reviews, appraisals or recommendations for improving correspondence education. In fact, all strong criticisms of the correspondence mode admit by implication that the face-to-face mode is 'more appropriate' and 'more effective' for teacher education. Surprisingly, ever since the inception of teacher education programmes in India, more particularly in the post-Independence period, dissatisfaction with the ineffectiveness of the 'conventional face-to-face mode' has often been expressed. Irrespective of which institution they came from, all school teachers, with the possible exception of a handful, agree with the 'logic' of the B.Ed programme, but not its effectiveness. After becoming 'regular' teachers they need not follow the method they have learnt during their training. Further, entrant teachers undergoing the course and teacher educators know the non-receptivity of school teachers to accommodating the 'practice teaching' component in their schools. Rarely do they have any productive support or suggestion. The more 'receptive' schools are those which give prospective teachers access to their classes. Generally, schools are quite impervious to the needs of both teacher trainees and teacher education programmes. Some schools give access to their classrooms only because they obtain the services of teacher trainees 'free of cost'. Further, regular teachers are able to get more 'free periods' or some such relief with the support of training institutes.

The distance mode emerged as an alternative to the face-to-face mode mainly because of the large numbers desiring formal education. A large number, for various reasons, are not able to enter educational institutions on a full-time basis and therefore prefer the correspondence mode with the print medium as the basic element and face-to-face interaction at specially arranged sessions of short duration. Although in open learning systems the face-to-face mode is

one component, in teacher education it seems to have been given prominence.

The distance mode in the form of open universities or correspondence education, has some distinct advantages. It can provide the basic learning material to learners in a well-structured and validated package, and allow them to learn/understand it at their own pace and time. The printed material is generally prepared keeping in view not only the knowledge component but also its updatedness, comprehensiveness, correctness as well as mode of presentation. Given such well-articulated learning material, it is rare for any student to fail to absorb it. Having gone through self study materials, he/she recognise the difficulties more clearly and get clarifications through face-to-face interactions during the 'contact programmes' which are periodically arranged (at least once a year, in the case of correspondence courses, and on specified days when counsellors are available at study centres, under the open university system). As there is substantial initiative, interest, motivation and effort on the learner's part, learning is likely to be ensured. In contrast, in the face-to-face mode there is greater reliance on actual observation, personal experience and physical proximity during personal interactions with peers and teachers. While these can make the learning experience more realistic and impactful, there is also the possibility of undue dependence on the teacher, restricted learning and an adverse effect on the individual's initiative and effort.

It must be recognised that categorisation of curriculum transaction modes is by no means mutually exclusive. In different modes, different media could be used. However, the predominant emphasis in terms of the presentation mode has been taken as the identifying feature. Further, it has also to be recognised that in teacher education programmes presented through the face-to-face or correspondence modes, characteristics such as purpose, substance, etc., have been differently visualised.

Both the modes have been widely adopted and have developed several deviations from their original form and purpose. At the elementary teacher education level very little

effort seems to have been made for diversification. Even in inservice teacher education programmes varied media are at least conceived of, although in practice there has been substantial dependence on the face-to-face mode. It is only recently that diversification of transaction modes has taken place at the elementary stage and in inservice training.

B.Ed. programmes have constantly come in for criticism, irrespective of the mode adopted. While the regular, full-time B.Ed. programme is perceived as 'not being very effective' in producing the expected kind of teachers, other modes have been perceived to be more diluted in their impact. Scepticism about the credibility of the B.Ed. programme increases as one moves away from the 'regular' programme towards correspondence courses, if the two are seen to be two ends of a continuum, with the part-time courses and vacation courses in between. It is therefore relevant to examine the possible sources of such perceptions.

The secondary teacher education programmes as represented by B.Ed. courses are mainly intended for 'preparing' entrants for the teaching profession, with substance of the course constructed on the premise that the prospective teacher needs to be initiated to concepts and understanding so far unknown to him/her and to the requisite skills and technology. In order to enable an entrant teacher to absorb these, a logically arranged theoretical understanding and opportunity to practise what is learnt are provided. Extending this logic would mean that any field experience would by itself enable the entrant to perceive the field differently. Personal experience would provide, no doubt, some understanding of the concepts and factors involved. If this is accepted, the 'substance' of B.Ed. may have to be constructed differently. However, part-time evening courses or vacation programmes do not seem to reflect this kind of articulation of the same substance with specific consideration of the needs of a working teacher.

In view of the widespread network that has emerged and the intensity of the criticism, it is pertinent to examine the issues in the distance mode in greater detail and also the efforts made to deal with them. The summer school-cum-

correspondence course for B.Ed. initiated in the Central Institute of Education, Regional Colleges of Education and a few other universities were generally sound in character and served a useful purpose. The curricular inputs in the summer school-cum-correspondence course of the Regional Colleges of Education were of a quality comparable to the face-to-face, full-time regular course of the B.Ed. degree. The programme of the Regional Colleges of Education used to have a regular face-to-face mode of instruction for sixteen weeks, spread over two summer courses of eight weeks each, during which two-thirds of the entire course was taught. The remaining one-third of each theory paper was dealt with through correspondence lessons. During the summer vacation, students were taught by competent faculty members of the colleges supported by visiting professors, with a teacher educator–students ratio of 1:10. The number of students enrolled in one course per college was 250. Students admitted to these courses had a prescribed minimum of teaching experience in recognised schools, which aimed at facilitating their understanding of correspondence materials. If these conditions had been maintained, summer school-cum-correspondence courses would perhaps have remained quite an effective channel. But the emerging trend to perceive B.Ed. courses to be of higher economic value not only by those who seek them but also by those who organise them, changed the entire scene. This, perhaps, could be attributed to several factors, such as the entry qualifications for the B.Ed. course, the spread of clientele, jobs available over a larger geographical area, the capacity and inclination for mobility to get jobs elsewhere or even compulsions to move out for social and personal reasons, etc. For the universities, which set up separate Directorates of Correspondence Courses, the B.Ed. programme looked like a very profitable undertaking through which substantial revenues could be generated. Consequently, large numbers were enrolled in the B.Ed. through the summer school-cum-correspondence course. During 1970–71, just a few universities enrolled large numbers. Maharshi Dayanand University, Rohtak, is a typical example. It enrolled 33,000 students in the very first year of its inception (1988–89) which

seemed to exceed the total enrolment of all teacher education institutions elsewhere put together. In some other universities also the number of candidates admitted to the B.Ed programme was too large to be managed effectively. In many universities, the B.Ed programme was such that it left much to be desired both professionally and organisationally. Thus, poor quality of training came to be associated with the summer school-cum-correspondence course. The situation was made worse by the commercialisation of teacher education through these courses.

Correspondence courses have all along been recommended for inservice teachers, and generally not for 'preparing' new teachers. However, unprecedented and unplanned expansion has thrown open these courses to anyone who seeks them. Their curriculum follows the regular face-to-face B.Ed programme. The theoretical content is presented through printed material which is expected to reach students in easy and regular instalments. Experience has shown that the quality of the printed material and regularity of their despatch leave much to be desired. As a result, the personal contact programme which is expected to supplement the print material was generally converted into an abridged programme of lectures on the entire course of study. This dilutes the purpose considerably. To add to this, the practice component which is crucial for teacher education is implemented rather casually, mainly because the large numbers that are enrolled, and scattered all over, can hardly be accommodated in schools with appropriate supervision by qualified teacher educators. In the absence of any effective mechanism to ensure that every enrolled student has undergone practice systematically, the very purpose of teacher education is defeated.

The quality of teacher education through the summer school-cum-correspondence course mode has been a matter of great concern, mainly because of the manner in which this mode spread and stabilised. Formal institutional structures in the form of Directorates of Correspondence Education were established. While the large intake each year revealed popular receptivity, the programme brought forth legal, administra-

tive and social dimensions. The utility of correspondence courses and their effectiveness have been debated in many fora.

During the eighties, professional bodies and expert groups expressed strongly their opinions about the quality of curricular inputs in the summer school-cum-correspondence course and their overall functioning; they suggested remedial measures and called for necessary action by appropriate authorities. In 1985, the National Council for Teacher Education resolved that the first degree in professional preparation of a secondary school teacher should be obtained only through a formal, regular and institutionalised course of studies and practical work.[1] The same year, the National Commission on Teachers-I clearly emphasised that the first degree in teacher education should not be given through the correspondence mode. In pursuance of the resolution passed by the National Council for Teacher Education and the general perception of the situation by professionals, a delegation of eminent educationists, led by Dr K. L. Shrimali, met the then Chairman, University Grants Commission, in 1987, and impressed upon him the urgent need to discontinue B.Ed. courses through the correspondence mode. Again, a committee appointed by the National Council for Teacher Education in 1989 urged the Government of India to discontinue B.Ed. courses through correspondence. These efforts mounted pressure on the Government of India and the University Grants Commission. However, before formulating clear action the Ministry of Human Resource Development, Government of India, addressed a communication to the National Council for Teacher Education in 1988, and sought specific comments and information related to the following:[2]

[1] The NCTE (Department of Teacher Education, NCERT): *Minutes of the Seventh General Body Meeting, 1985*

[2] Ministry of Human Resource Development, Govt of India, *Communication No. F 7-10/87-TE.1 dated 13th July 1988*, cited by B.N. Koul and M.B. Menon, in 'Teacher Education through Distance Mode', *Indian Journal of Open Learning*, Vol. I, No. 2, July 1992, pp 1-9.

1. . . . whether correspondence B.Ed. courses should also be made available to nursery and elementary school teachers who wish to improve their qualifications and thereby their career prospects, and if yes, what should be the eligibility criteria for this category of candidates?
2. . . . norms and guidelines could be evolved for B.Ed. correspondence courses keeping in view: (a) the developments since 1980 (especially, the National Policy on Education and Programme of Action) and (b) the fact that at least for certain categories of candidates such courses will have to be run for quite a few years to come.
3. . . . specific steps, the National Council for Teacher Education or National Council of Educational Research and Training has taken so far to implement the Resolutions passed by National Council for Teacher Education from time to time for generally putting an end to correspondence courses by way of formally taking up the matter with the University Grants Commission and Universities/ State Governments concerned. If the matter was pursued with these bodies, what stand they took?

With a view to examining various issues, the National Council for Teacher Education appointed another committee. It made a distinction between the correspondence mode and the distance education mode and made a plea in favour of the latter. The following extract is relevant in this context:

> what therefore needs to be emphasised is that the weakness in the B.Ed. (correspondence) programmes is not due to deficiency inherent in the distance education mode, but due to the fact that the correspondence mode is merely a truncated form of distance education, and even there the way the specific aspects of such programmes are implemented leaves many things desired.

Further,

> The committee is alive to the growing opinion among educationists that there is rapid deterioration in the quality of teacher education. The committee also takes notice of the view of several leading educationists that B.Ed. (correspondence) programme is one major contributor to the falling standards in teacher education.

The committee saw enough potential in the distance education mode for organisation of pre-service programmes in teacher education. It expected correspondence courses in teacher education to be modified suitably if they had to

continue and be upgraded to the distance education mode, for which it laid down specific guidelines. Interestingly, the committee, instead of examining the matters of correspondence courses in teacher education, which was the main issue for professional scrutiny, devoted itself largely to making a case for the distance education mode. It seemed to have been led to this position by two main considerations: the urgency of clearing the backlog of untrained teachers; and the potential the distance education mode has for organising pre-service teacher education effectively through open universities, which had come into existence by then. Guided by these, the committee concluded its report with an appeal to the National Council for Teacher Education to develop awareness for a two-pronged task, namely, clearing the backlog of untrained teachers, and maintaining the quality of teacher preparation.[3]

Meanwhile, the pressure of professional opinion as expressed through the recommendations of expert committees, to discontinue correspondence courses in teacher education had mounted considerably. The Education Panel of the University Grants Commission decided in 1988–89 that the first professional degree in education should not be given through correspondence. It is significant to note that the University Grants Commission had, in March 1984, advised universities to generally avoid correspondence courses as the backlog of untrained teachers had been substantially reduced, and if the university still found it necessary to continue the correspondence course it was advised to ensure fulfilment of the minimum requirements and academic norms. Again, in July 1988, the universities were requested by the University Grants Commission to review the situation.

Later, in 1991, the National Council for Teacher Education's standing committee on secondary and college teachers' education considered the report of the expert committee (1990), and suggested that the first professional degree should not be given through the distance mode. This created a lot of controversy among teacher educators and others. Different views were expressed in newspapers and

[3] NCTE (Department of Teacher Education, NCERT), Committee Report, 1991.

journals. These helped in generating a debate which brought the entire issue into greater focus and closer scrutiny.

Acting upon the National Council for Teacher Education's resolution on correspondence courses in teacher education, the University Grants Commission sent the following communication to universities on 24 August 1991:

> . . . keeping in view the capacity of colleges of education and annual intake of new teachers in the educational system in the country, there is no justification now for the continuation of correspondence courses for B.Ed. The University Grants Commission has decided that the recommendations of National Council for Teacher Education require to be accepted that degree programme for B.Ed. should be permissible in the formal system only through face-to-face teaching. The correspondence courses should be used only for inservice, refresher training for teachers which would be in the nature of short-term courses.[4]

The University Grants Commission also asked universities to take necessary steps to discontinue B.Ed. through correspondence courses from the academic session 1992–93. Universities were advised that the distance mode of training teachers should be confined to inservice training only. This action of the University Grants Commission was in consonance with the views expressed by the Central Advisory Board of Education's Committee on National Policy on Education. However, many universities sent representations against this decision and therefore, the Chairman of the University Grants Commission, decided to let the B.Ed. through CCCP continue during the 1992–93 session and simultaneously consult vice-chancellors of concerned universities for appropriate action for the 1993–94 session. A meeting of the vice-chancellors of universities where the B.Ed. course through correspondence was available was held in September 1992. The main points made at the meeting were:

- There might be a reasonable case for providing B.Ed. correspondence course to some categories of the population.

[4] UGC, *Resolution on Correspondence Courses for Teacher Education*, 1991.

- The correspondence courses suffer from serious shortcomings in the quality of teaching–learning material, in contact programmes and in practice teaching arrangements.
- There has to be a reasonable limit on the enrolment of each university and about the area of operation.
- B.Ed. correspondence courses should not be treated as an arrangement for generating surplus funds for the university.

These views were placed before the University Grants Commission in October 1992 with the objective to seek advice whether there was need to make any change in the earlier decision of 1991. The University Grants Commission decided to appoint an expert committee under the chairmanship of Professor Ramlal Parikh to look into various issues. The committee specified the following two categories for which B.Ed. through correspondence/distance education could be offered:

- Teachers working in recognised schools who have been teaching for a reasonable period of time with or without some form of training at the primary education level and who may like to improve their professional qualifications;
- Qualified graduates or postgraduates who are not in a position to join regular teacher training colleges either because of lack of institutions or because of the limited intake capacity of the institutional B.Ed. course to liquidate the backlog of untrained teachers in their states.

The committee was of the view that B.Ed. through distance education would be justifiable when it meets a specific need and should not be looked upon as a means of increasing revenues of universities. To ensure the standards of a B.Ed. course through this mode, the committee prescribed specific guidelines for various aspects of the programme, viz., ceiling on enrolment, eligibility for admission to the course for inservice teachers, staffing pattern, duration, instructional methodology, examination, etc.

The University Grants Commission considered the report of the committee in September 1992 and set up a committee of educationists under the chairpersonship of Professor Kerma Lyngdoh, Member, University Grants Commission, 'to first examine the working of present B.Ed. courses through correspondence by looking into the course content, implementation and standard of the courses, quality of course material produced and percentage of the income spent on B.Ed. course through correspondence, etc.' Meanwhile, universities were allowed to enrol students for the 1994–95 session, thus providing a further lease of life to the course.

The committee examined the matter on the basis of information received from ten correspondence course institutes and two open universities in response to the questionnaire sent to them, and on the basis of visits to and discussions with vice-chancellors/registrars and directors of correspondence course institutes and open universities offering B.Ed. programmes through correspondence/distance education. It submitted its comprehensive report in April 1994. The committee was of the firm view that B.Ed. can be offered through the distance education mode without diluting standards. In fact, if properly organised, the programme through distance education could produce better results.

The committee further observed that, 'most of the correspondence course institutes which the committee visited are reasonably well organised to cope with large number of learners'. The committee made specific recommendations about various aspects of B.Ed. correspondence/distance education, viz., duration and eligibility, enrolment ceiling, fee, freeships, course material, personal contact programme, teaching practice, student support services, media, collaboration with teacher education institutions using the face-to-face mode, evaluation of student assignments, feedback, computerisation, surplus of correspondence course institutes' core staff, monitoring and evaluation of the programme, grievance cell, standing/advisory committee, annual report, deadline for improvement, etc. Unlike several other bodies, this committee does not seem to have been unduly disturbed

about the large number of candidates being enrolled to the B.Ed. correspondence course. The following extract from the report is relevant in this context:

> Although no ceiling is generally put on the admission of students in the open/distance learning system, it would be advisable if the maximum number of persons to be admitted to the B.Ed. programme does not exceed the total enrolment in regional/ government/ private recognised colleges of education in the region/ states which act as study centres for the distance education programme.

This could be interpreted to mean that a correspondence course institute could enrol in its B.Ed. course through correspondence as many candidates as the total enrolment in regular, face-to-face B.Ed. programmes in all teacher education institutions in the country, since some correspondence course institutes had their study centres (contact programmes) on an-all India basis. Some of the observations made by the committee seem to be in conflict with this stand. For instance, 'the enrolment should be linked with the demand for trained teachers in the state/region'. Considering that B.Ed. correspondence courses had come in for criticism after some of the correspondence course institutes admitted a very large number of candidates without ensuring requisite facilities and other instructional inputs, and the fact that an element of commercialisation of the B.Ed. degree had crept in, the point of view advocated by the committee seemed to reflect a very different perspective. The University Grants Commission considered the report of this committee in June 1994 and its recommendations to continue the B.Ed. course through correspondence in universities..

In the meantime, the views expressed by the Yash Pal Committee *(Learning Without Burden)* (1994) were made available by the Ministry of Human Resource Development to the University Grants Commission. The relevant observations were:

> B.Ed. course should offer opportunity of specialisation separately in secondary, elementary and pre-school education. The content should be relevant to changing needs of education of these different levels, become more practice-centred and have focus on

> developing ability for self-learning and independent thinking of B.Ed students. The committee suggested derecognition of B.Ed. through correspondence courses.

The matter related to B.Ed correspondence courses was referred to the National Council for Teacher Education in July 1994. The National Council for Teacher Education, now a body with statutory status, addressed the basic recommendations made by an expert committee appointed by it under the chairmanship of Professor R.C. Das (1995): 'no further admissions should be made to courses of teacher education other than regular face-to-face institutional programme of minimum one academic year duration from the academic session 1995–96 onwards'. The National Council for Teacher Education pointed out that this recommendation was in agreement with the stand taken by the erstwhile National Council for Teacher Education and endorsed by the Ministry of Human Resource Development, the University Grants Commission, the Central Advisory Board of Education and several other committees.

The committee had also felt that

> if part time face-to-face institutional programmes are equivalent to face-to-face full time institutional programmes in their total duration of instruction and academic staff support and other infrastructure as per National Council for Teacher Education norms, then the National Council for Teacher Education may consider their recognition after obtaining detailed information from these institutions.

The National Council for Teacher Education at its meeting in November 1995 accepted the recommendation of the Das Committee.

As indicated above, the B.Ed. correspondence course has been under active consideration of the University Grants Commission for the last one decade. Through collaborative efforts by the University Grants Commission, Ministry of Human Resource Development, Indira Gandhi National Open University and National Council for Teacher Education, guidelines for the B.Ed. correspondence course were developed. These, based on the recommendations of the University Grants Commission committee under the

chairmanship of Professor Ram Takwale, Vice-Chancellor, Indira Gandhi National Open University, were accepted by the University Grants Commission at its meeting held in August 1995. It may be noted that these guidelines were largely based on the recommendations made by an earlier committee (1991) of the erstwhile National Council for Teacher Education. It is interesting to note further that the recommendations of this earlier committee (M.B. Buch) on distance education mode for B.Ed. course were not accepted then. The Takwale Committee prescribed specific guidelines for B.Ed. through correspondence with regard to jurisdiction, eligibility criteria, number of seats, tuition fees, entry qualification, programme components, staff structure (Takwale Committee 1995, Part II). The decision of the National Council for Teacher Education along with the guidelines were communicated to all vice-chancellors of universities, secretaries of education in states and union territories, and chairpersons, boards of education in the country, in December 1995.

The regulatory authority vested in the National Council for Teacher Education and the stand taken by it seem to have resulted in some positive action from several universities with regard to correspondence courses for teacher education. For instance, Annamalai University has decided that 'the B.Ed. through (its) directorate of distance education for the calendar year 1996 be suspended and admissions made be cancelled and fees collected be refunded to the admitted candidates'. This action was taken in accordance with the norms announced by the National Council for Teacher Education. Other universities such as Kurukshetra and Madurai Kamaraj University, Madurai, have issued admission notifications adopting the National Council for Teacher Education norms of intake and duration.

This seems to have brought to a close long-standing controversy about the status and form of the B.Ed. course through correspondence. As per the present sanctions by the concerned University Grants Commission and National Council for Teacher Education, two models have been accepted, viz. B.Ed. through the face-to-face mode and the

correspondence/distance mode. In operational terms, the B.Ed. correspondence course is expected to be reorganised on the basis of the guidelines of the Takwale Committee approved by University Grants Commission and National Council for Teacher Education.

The Practice Component

The practice component in any professional development programme is always at the core of the curriculum. It is this component which provides the operational and live context for understanding theoretical components. It provides actual experience of the field through which one gains insights into the profession one is entering into, helps in perceiving the demands of the field, indicates different roles one will have to play as a professional, and assists in appreciating the pressures that impinge upon one's day-to-day functioning. Teacher education is no exception. The practice component has been recognised, accepted and looked upon as the most significant component of a teacher education programme. At the same time, it is also the component which evokes a lot of scepticism and suspicion, and is considered to be the weakest link. Several options have been suggested for giving increased weightage to the practice component as a possible way to quality improvement. Teacher educators who are field-level practitioners and student teachers who benefit from it take it more seriously than the 'theory' component, and make greater efforts willingly. At the same time, no 'product' of teacher education would vouch for the impact of the practice component or even its usefulness in real classroom teaching. Schools are sceptical about the value of practice teaching for their schools. Every committee and commission which has referred to teacher education has had something to say about strengthening the practice component. All these expressions indicate an overwhelming concern with the relevance of the practice component and the need to strengthen it. Against the backdrop of such different views and concerns, as well as the significance of the practice component, it seems necessary to examine some of its important aspects.

Practice teaching is organised differently by different teacher education institutions. The variations in its organisation can be seen across different stages, states as well as individual institutions. Institutions, no doubt, abide by the overall specifications given by the affiliating authority—the Directorate of Education in the case of elementary teacher education institutions, and universities in the case of secondary teacher education institutions. These specifications generally deal with the number of lessons to be given by each student teacher, the number of subjects to be taught which have to be practised, weightage in terms of marks and a broad outline for assessment of performance.

In elementary teacher education institutions, student teachers are expected to practise teaching in all school subjects, whereas in secondary teacher education institutions, there is an insistence on two school subjects. In a higher secondary school a teacher is expected to teach only one subject. One reason for this is that differentiation and specialisation in knowledge gradually increases across stages, and therefore, at lower levels, different subject teaching situations would enable the development of appropriate pedagogical insights among perspective teachers, whereas at higher levels, the differentiated form of knowledge itself provides ample opportunity to discern varied instructional situations through which such insights can be developed. This aspect can be analysed from another point of view. Every subject has a distinctness which needs to be dealt with appropriately by adopting suitable methodology to teach it. This premise necessitates not only understanding different methods of teaching and 'content' in each subject, but also 'hands-on' experiences of making an effective combination of the two. Adequate exposure in respect of each lesson becomes necessary, for the student teachers have to discern the complexities and subtleties involved in the entire process. This line of reasoning has great currency. Every curriculum framework suggested so far (see sub-section on 'Curriculum Frameworks') proposes this either as content-cum-methodology or pedagogical analysis of particular school subjects. The schemes for performance assessment indicate the number of

lessons to be assessed internally, weightage per lesson assessed in marks and the standard of passing it. Interestingly, most of them are similar with a few minor variations which relate to the total number of lessons to be taught in each subject, the number of lessons to be 'supervised' by teacher educators and those that are assessed. At the end of a year, most institutions have an 'external examination' in which different boards of external and internal examiners assess a student teacher's teaching performance. In this too there are several variations. The procedure followed by most institutions in northern India is that the Board of Examiners, which includes at least one internal member, observes the lessons being taught by each student teacher for a few minutes and assigns marks either on the basis of a consensus or separately. In the southern region, the Board comprises one internal member and one external member. The members of the Board observe each lesson for the entire period and assign marks separately, and these are consolidated later. At the Centre of Advanced Study in Education, Baroda, there is only internal assessment. Two members constitute the Board of Examiners and they assign grades separately on the basis of their observations of the entire teaching period, which are consolidated later. The Department of Education, Delhi University, on the other hand, has the practice of continuous internal assessment of a student's performance in the practice of teaching and there is no final test lesson for assessment.

There are wide variations in how school-based practice of teaching is conducted in different teacher education institutions. The variations seems to be in the form of organising day-to-day lessons and 'block practice teaching'. The former requires practising to design and carry out instruction in each subject for single periods of 35 to 40 minutes' duration. This gives the entrant teacher exposure to classroom processes, the experience of handling the complex network of classroom teaching in terms of lesson designing, sequencing, generating relevant support material and giving the designed lesson. This would be the initial exposure of a new entrant where he/she is concerned with only one classroom period within which several things have to be

simultaneously managed. Having thus become familiar with 'teaching situations', the perception of the entrant teacher has to be enlarged to encompass the complex reality in continuation over time. He/she has to deal with several groups in a day, maintain some continuity in content, method and purpose over several days, perform several other tasks which may not directly be a part of what is taught in particular subjects. In order to provide such exposure, 'block practice' is organised, during which student teachers are assigned to a school on a full time basis and are expected to take part in all the activities of the school along with its regular teachers. In this sense, block practice is short-term internship, as the duration is usually of 7 to 15 days. A variation of this has been tried out by a few leading institutions in the form of the 'school adoption programme'. Under this programme, groups of student teachers are assigned to a particular school along with one or two teacher educators. During the 'adoption' period, student teachers are involved in the school's total functioning. Such programmes have had a mixed impact on student teachers. On the one hand, they have been relevant and experiential, enabling student teachers to get a 'feel' of the nature of demands on teachers, and the possibilities as well as the pressures. This can happen only if the school adopted has an effective learning climate. The period of internship is found to have a great motivating impact on them. However, if the adopted school has a laissez-faire or indifferent climate, or an examination-oriented atmosphere, the nature and extent of impact on entrant teachers will be different. The effectiveness of such programmes depends upon the coordinator and the compatibility between the school and teacher education institutions. In only a few cases has this been possible.

One innovation that has over time introduced a somewhat mechanical element into practice teaching is that of micro-teaching. It has come to be recognised as relevant and effective in preparing a new entrant for classroom roles as it introduces him/her to the skills required for effective curriculum transaction by systematically training him/her in the use of each skill. Through 'simulated' exercises, entrant teachers not only acquire an understanding of the nature and

uses of instructional skills, but also gain an insight into how these help in 'conveying' the curriculum to students. Micro-teaching techniques has become more popular in India than other techniques of orienting teachers. The reasons for this are ease of adoption, researchability and sound theoretical basis. During the seventies and eighties, micro-teaching took several forms and was adopted in different teacher education programmes. However, barring the leading institutions which took an initiative in this regard, and a few university departments of education and colleges of education, in most institutions the entire exercise has failed to maintain the original spirit. While there is empirical evidence regarding the effective as well as ineffective aspects of micro-teaching, the institutions which use it do so 'despite' research evidence. There seems to be neither a considered opinion on the theoretical standpoint of behaviourism and its appropriate adaptation for actual practice, nor any attempt to use it as 'preparatory' to actual practice. Some conceptual confusion seems to persist in the minds of teacher educators, and therefore among student teachers, as to the place of micro-teaching within methods of teaching. This is noticeable in the manner in which it is carried out. During practice lessons there is great insistence on the use of skills, as if this by itself would make teaching effective. On the other hand, use of different methods is also emphasised. That all instructional methods require these skills differentially and that their use depends on several factors such as the nature of content, learners, facilities and the teacher himself/ herself, is not perceived with clarity. During the practice period the student teacher gets an impression that 'displaying' instructional skills is very important to gain the approval of the supervisors rather than using them as tools for implementing a specific method. 'Feedback' from supervisors often tends to substantiate this view.

Another point that seems to have exposed the inadequacy of skill-based practice is its theoretical basis. The behaviouristic approach underlying the technique is quite suitable for initiating a person to the complexities of teaching, for it helps to simplify the process into atomistic and singled-

out bits which are easy to comprehend, discern and practice. Understanding and mastering each skill separately helps one to discern it even when it merges into a complex network of teaching tasks in any teaching situation. However, the actual goal of the practice component is not acquisition of single skills. It is to provide one with the necessary equipment to face complex realities of the teaching–learning situation. The assumptions and details of the micro-teaching technique or skill-based training technique are quite different from those of actual teaching situations. In fact, they are at variance—one is simplistic, atomistic, dependent on repetitive practices, while the other is complex, composite and demands a dynamic, flexible and innovative approach. Quite often in the teacher education institutions these are interchangeably viewed and dealt with without altering the assumptions and recognising the difference in context, thereby making both less meaningful and effective.

There is a general concern about the relevance of guidance and support that teacher educators provide to student teachers in their practice of teaching. Several committees have emphasised this. The underlying logic is that a teacher educator is a technical expert who, with field experience and theoretical understanding of teaching and related processes, will be able to discern the strengths and weaknesses of a student teacher at every stage of the teaching–learning process, suggest more effective alternatives and provide theoretical explanations for the way different teaching events occur. Such a technical and sensitive handling of the situation would not only make a student teacher recognise what works or what does not work in his/her instructional design and the theoretical explanation for it, but also gain insight into the process of selecting alternatives. This insight is crucial for teaching effectiveness. This view also supports the basic premise that governs the practice component in teacher education, since repeated practice provides not only an understanding of the complexities and subtleties of classroom teaching but also stabilises one's skills into an individualistic 'style'. This perception, however, has been proven wrong time and again. For, unless there is an

increment or improvement in the understanding, perceptions and skills of the incumbent, mere repetition leads to stabilisation of a weak 'style'. In fact, it is a common experience among teacher educators to find student teachers reaching a 'learning plateau' in their practice teaching within the first few lessons. After the initial five to six lessons, the efforts of the teacher educator make a rather marginal impact on the teaching performance of student teachers. This can be explained by the manner in which the practice is carried out.

(i) The entire exercise comprises a specified number of lessons to be delivered by every student teacher, each of which must exhibit some pre-specified components. These components are a lesson plan with a specific format, use of instructional skills and of some 'teaching aids'. The wide variation in the prescribed number of lessons at different stages and states has given rise, quite frequently, to the suggestion of increasing weightage to practice teaching, by increasing the number of lessons. It is presumed that the specifications of lesson components or of a specified number of lessons are adequate or worthwhile. Such specifications, instead of enabling a new entrant to recognise 'what works' in a classroom situation and to adopt this into his/her own structure of understanding and refining of skills, constrain exploration of these dimensions. Quite often, student teachers get bogged down by details that they 'have to' remember and in activities that they have to carry out to 'satisfy' supervisors. Student teachers are often constrained by the variety of observations of different teacher educators which they receive as 'feedback' instead of gaining an understanding through them. This is because the nature of such feedback tends to be prescriptive, as if there were some common *'dos and don'ts'* which a teacher has to follow in any instructional situation. A cursory glance at observations of teacher educators reveals their peripheral nature which, at best, serve 'cosmetic' purposes rather than provide a technical basis for the incumbent to recognise and act upon.

(ii) The practices and procedures insisted upon by teacher education institutions usually tend to be quite at variance with the content, instructional objectives, nature and

level of the learner group, teachers' inclinations and capacities, and the context in which the instructional process is carried out. Irrespective of the institution and where it is situated, all student teachers generally conclude that 'the B.Ed. method' is not useful once they become regular teachers in schools, although it is essential for 'passing the B.Ed.' examination. The significant question that it poses to teacher educators is whether there is any 'omnibus' methodology for teaching.

(iii) There is a certain lack of technical clarity about what are proposed and insisted upon as essentials in practice teaching. To some extent, this could also be due to the fact that several teacher educators who provide 'feedback' to student teachers, are themselves in no position to be sensitive to the subtleties of the instructional process. They can hardly visualise effective alternatives and suggest them to student teachers. The reason could be that several of them have become teacher educators immediately after completing studies. This leaves them with the barest minimum exposure to actual classrooms or, more appropriately, to instructional processes of 'practice' sessions while under 'training'. As a result, when they attempt providing technical hints, they sound too theoretical and may appear 'bookish'.

(iv) The procedure of assessment is inappropriate for a complex practice like teaching. The nature of the tasks being highly creative, individualistic and non-standardised, its evaluation should also necessarily possess similar characteristics. The practices adopted for assessment of practice teaching tend to emphasise objective, standardised, and 'fair' assessment. For fear of being 'unfair' and 'subjective', they do not often reflect concern for the rigour of teaching in technique and spirit.

Evaluation in Teacher Education

An educational programme aims at bringing about expected changes in individuals and therefore needs to 'assess' or evaluate the extent of effective achievement of the objectives. In teacher education, evaluation is essential for performance assessment and for providing feedback—both in

respect of students and the various aspects of the programme. A teacher education programme also aims at enabling prospective teachers to understand the place and significance of evaluation in an educational activity (more specifically, an instructional system), acquire the needed technical skills for undertaking effective evaluation and to appreciate the issues involved in it. This is done through a separate course on educational evaluation. There is an expectation that through experiencing the dynamic evaluation process, student teachers will understand and learn to appreciate the actual role of evaluation in educational programmes: how to make the evaluation process meaningful and appropriate for a flexible, complex and qualitative process like the instructional process; how the objectives of a programme and its components are important, from which flow the organisational and administrative details. This places an expectation, even a responsibility, on teacher education of providing an evaluation scheme which is technically sound, organisationally feasible, and above all, academically relevant. It also presumes that every teacher educator is well versed in various techniques of evaluation and equipped with the necessary technical know-how.

An effective programme of evaluation should always be sensitive to and appropriate for the nature of educational programme components and its purposes. In teacher education, evaluation has to help 'assess' its programme components as well as its 'products' as representing its purposes.

The main focus of any teacher education programme is on 'preparing' teachers who can, in turn, play their different roles in schools. Evaluation has to assess the extent to which each student teacher is 'getting prepared' for teacher's roles.

The various components of a teacher education programme which provide the context for an 'evaluation' scheme include:

- those which pertain to theoretical knowledge which forms the basis of professional development of prospective teachers;

- practical experiences and fieldwork to develop necessary skills;
- insights for combining theoretical knowledge with skills to deal with teaching situations effectively;
- attitudinal make-up and value orientation to enable student teachers to exhibit suitable behaviour and play appropriate roles.

The entire programme has to strive to provide these in effective ways. The evaluation scheme adopted must be tailored appropriately towards assessment. It is relevant to consider this in greater detail. The various curricular inputs provided to student teachers and other experiences to which they are exposed, aim at causing some anticipated learning and consequent behavioural changes. These outcomes can be visualised in terms of qualitative changes. Some of the changes can be expressed more conveniently in numbers, viz., marks/scores in various types of achievement tests, scores on observable behaviours, ratings of performance in a given situation/task. Even among these, some are less amenable to quantitative expression. Other behavioural dimensions are such that expressing them in numbers may be difficult; it may be an artifact of logic involved in measurement procedures. For example, while a secular outlook, national integration, dignity, a scientific temper, cooperation, responsibility, punctuality, conscientiousness, professional ethics, integrity, impartiality and many others can be easily perceived to be relevant and sought to be developed, it may be difficult to express them quantitatively. And yet, one may like to have some kind of a measure for them and use it for evaluation purposes. It is for such considerations that both quantitative and qualitative measures of evaluation came into use. Quantitative measures rely heavily on psychometric techniques based on mathematical models. On the other hand, qualitative methods of evaluation seek to bring 'quality' into focus, estimate its quantum or degree, take the help of quantity in that estimation, and arrive at an estimated description of the quality through collation of related estimates and their interpretation.

At the operational level, evaluation in teacher education poses several issues. The evaluation procedures have to a great extent been generated and diversified as outflows from teacher education; yet, programmes do not show a great deal of willingness and enthusiasm for adoption in teacher education, viz., some form of certification making them organisationally similar to other educational programmes. That is, the curricular structure of a teacher education programme, be it a certificate course such as for elementary school teachers or a degree course for secondary and higher secondary school teachers, is visualised to be comparable to other certificate and degree programmes. This comparability seems to guide decisions about evaluation programmes in teacher education rather than the programme requirements themselves. The number of courses to be offered, the total weightage to each course in terms of time, effort and marks (or grades), the form of evaluation and 'standards of passing' the B.Ed. examination, are all similar to those in any other degree programme of universities. There is insistence on similarity in the details of question papers to be drawn up, allocation of marks, number of questions, total duration of the examination and also 'when' and 'how' it can be organised. Although these make the easy organisation of an examination, the purposes of the teacher education programme are served insufficiently. With so many details 'prescribed', teacher educators and student teachers naturally get restricted and work mainly to fulfil the requirements. This relegates the objectives of the teacher education programme to a secondary position. This is evident from the manner in which curricular components are indicated as 'papers', connoting thereby that the 'content' is presented in chapters or units in such a way that it lends itself to the specifications of questions to be asked in the final examination. For instance, in universities which specify that 'ten questions will be asked out of which any five are to be answered', the content outlines are presented in ten units; if the specification is 'ask at least two questions in each unit of which one has to be answered', then, the 'syllabus', as the content outlines are more commonly known, will list only five units. Such practices show that the basic consideration for

even curriculum-framing seems to be the 'examination pattern' rather than the course requirements as per the objectives. The evaluation mechanism has to 'satisfy' such regulations. This, in turn, makes obvious 'the probable question' and thereby tempts teacher educators and student teachers alike to tailor the teaching/learning accordingly. The spirit of evaluation as a mechanism to assess instructional components and learning outcomes is thereby defeated. As a result, whatever is assessed is taken as an indicator of what 'ought to have been' assessed. In teacher education, such features have a far-reaching impact. What is presented to a student teacher as the role of evaluation, its techniques, characteristics and so on, have no similarity with the situation that actually obtains. Thus, both technically and academically, sound evaluation procedures fail to percolate down to the field. Ironically, even the study of educational evaluation is made to look 'informational' and does not lead to the expected understanding, insight and appreciation.

Generally, the end of the year examination is the main form of assessment in teacher education. There is great reliance on 'external' evaluation and 'secrecy' for ensuring objective and fair assessment. This is not tenable in the case of teacher education, let alone for other educational programmes. What is intended to be achieved through teacher education is not any stable, objectified 'true-for-all-occasions' kind of knowledge. As has been discussed in an earlier section, the nature of knowledge in teacher education is distinct and its understanding emerges gradually as one becomes familiar with the complex reality being dealt with and more perceptive and sensitive to the fluctuating conditions which have to be handled on a daily basis. This is a continuous process. Assessment is not of 'how much' has been acquired by a student, for normative specifications would be improper in quantifying such attributes. That is, quantitative measures give inaccurate signals. For instance, to declare through examination that a student teacher's perceptiveness is reflected through his/her understanding as revealed in examination performance, may serve the immediate purpose, but it seems to imply a similar level of attributes in any

situation in the future. Assessment is only of how one performed in a given situation. The system 'qualifies' however, for situations beyond the assessed one. In fact, what is perhaps assessed in teacher education is the potential dealing with flexible, varied and complex situations, and for being able to draw relevant support from theoretical understanding.

Such potential can only be studied over a period of time, while one is put through varied conditions. The end-of-term external examination is inappropriate for this purpose. In this context, it is pertinent to refer once more to the evaluation aspect of the practice component of teacher education programmes. The usual evaluation procedure adopted comprises both continuous internal and end-of-term external assessments, with a high percentage of the prescribed marks allotted to the latter. This, in effect, makes internal assessment almost insignificant. The 'product emphasis' in the practice of teaching is questionable. It can hardly assess learning outcomes in student teachers effectively which can be exhibited in varied situations differently. The short, 5–15 minutes' observation by external examiners seems to assume that what is observed is applicable to all other situations. The inadequacy of a single grade is compounded by the fact that it demotivates student teachers from trying out newer, more creative ways.

The argument is not to discard the external or the end-of-the-term examination as part of evaluation. The only concern is that the nature of programme components and their objectives must be the determining factors for designing an evaluation programme, and not only organisational ease and comparability with other courses within the university. These observations may apply to other educational programmes also. They gain added significance when seen with reference to a professional programme like teacher education.

The objectives of teacher education, the curriculum programme and the nature of curricular inputs call for a more meaningful and flexible scheme of evaluation. This has to be evolved with clarity, focussing on intended learning outcomes, the nature of learning experiences undergone, and

also suitable assessment mechanisms for them. Care has to be taken to see that assessment tools are not rendered less meaningful while trying to make them effective in terms of their psychometric properties. At the same time, in the eagerness to evolve appropriate mechanisms, technical rigour should not be undermined. This suggests that each component of teacher education may require more than one tool to assess learning outcome; each of these could be different in respect not only of form and administration procedure, but also of conceptual basis and underlying premises. The evidence generated through such varied assessment tools may have to be cautiously handled as they do not automatically fall into a recognisable gestalt. Technical skill of very high order is required for developing such varied evidence, derived on the basis of different assumptions, into meaningful collations and arriving at some index which would determine the relative place of each candidate for certification purposes. Teacher educators must possess considerable technical expertise if evaluation in teacher education has to become truly relevant and effective.

SIX

In-service Education of Teachers

The term 'in-service teacher education programme' connotes any programme provided to teachers already working in schools, with the explicit purpose of updating and renewing their knowledge, technical skills, etc., for maintaining and/or enhancing their efficiency. In-service teacher education can be seen as a continuation of pre-service teacher education. In fact, the relevance of in-service education can be understood only when viewed in this context. Even in the case of an effective pre-service programme, the impact on recipients can wear out over time. Teaching, being creative and individualistic, requires periodic rejuvenation of teachers' attributes and upgrading of their technical knowhow. Even a school teacher who has been 'an outstanding B.Ed. student', who begins his/her teaching career with great enthusiasm, equipped with an initial amount of technical knowhow and the positive feedback received while 'under training', needs improvement. Over the years, every batch of students that a teacher faces is a new batch whose entry behaviours makes unforeseen demands on the same teacher, for which he/she is obviously not prepared. Every teacher can perceive his/her own diminishing 'impact' on students. This creates a psychological conflict between one's perception of one's own abilities as revealed by one's performance as a student teacher, and the students' reactions, which are not always favourable. Most often, teachers deal with such conflict by resorting to the use of 'authority' which they assume they have over students. In-service education would continually help effective teachers stay effective. Otherwise, for constant upgradation of one's technical equipment, a teacher has to fall back on the distant pre-service course undergone several years earlier. Besides, in the case of 'mediocre' teachers, the effect of their initial

training wears off faster, and over the years they become increasingly ineffective. Meaningful in-service education could be one way of maintaining them at least at the minimum level of efficiency.

Seen thus, in-service education is essentially a continuation of pre-service programmes. In other words, the two types of teacher education programmes can be visualised as necessary corollaries, although different in their purpose and substance. The knowledge base has predominance over the practice component in a pre-service teacher education programme. This is because an entrant teacher has to gain a clear understanding not only of the pedagogic details but also the manner in which they operate in the field, and then practise these for confirming his/her own understanding and gaining the initial level of skills. The entrant teacher, at best, manifests the potential he/she has for becoming an effective teacher later on. In-service education programmes must enhance a teacher's understanding and skills, enable him/her to get 'better equipped', and thereby improve the quality of his/her functioning in the field. They must, therefore, deal with specific aspects, be more technical and advanced in substance and have scope for 'on-field' experience. They must, further, have the capability to cater to different needs of teachers working under distinctly different conditions, facing peculiar problems and with varying degrees of technical 'wearing out'. This is what justifies the need for greater periodicity of in-service education. The variety of programmes for in-service education, thus range from substantive upgrading in different school subjects, to enhancement of pedagogic skills, to field-based problem-solving. These should be undertaken in relation to the school dimension, in terms of the duration, venue and training inputs. The various aspects are clarified in the form of a continuum by R. Gardner.[1]

[1] R. Gardner, 'On-Service Teacher Education', in *Second International Encyclopedia of Education*, Pergamon Press, Vol. X, 1994, p. 5978.

Continuum of In-service Teacher Education Programmes

In Service Training		On Service Training
Wholly non-school based	Mixture of school and non-school based	Wholly school based

Gardner (1994) contends that the most common form of in-service teacher education is that which provides an opportunity to teachers to update, refresh, improve and try out new knowledge and skills in specially created situations such as a workshop or a seminar. While these are necessary, they do not suffice in ensuring field application by the teacher, mainly due to their 'simulated' nature. In-service education programmes have grown in variety in terms of how 'near' or 'far' from the workplace they are provided. Visualising the possibility of completely 'in-school' training for working teachers, Gardener distinguishes between 'in-service' and 'on-service' programmes. He contends that 'between the two poles of the continuum might be a series of practices that provide training to greater or lesser degrees in or out of school'. Seen in this manner, the programmes in India fall mostly at the 'in-service' end of the continuum, with a few of the recent ones falling a little toward the mid-point. Particular mention is made of the Andhra Pradesh Primary Education Programme. A recent programme as part of the campaign for universalisation of elementary education in Rajasthan, namely, the 'Guru Mitra Yojana', launched in 1995–96, may be mentioned here. Under this programme, brief orientation of 2 to 4 days is given to teachers of primary schools, on how to make classroom learning a pleasurable process without losing sight of the Minimum Levels of Learning. The teachers, who play the role of 'mitra' or friend, develop locally relevant learning activities and provide them to children. Regular monitoring and observation by resource persons is also visualised. Wholly school-based 'on-service' programmes have not been tried out in India. At the operational level, anyhow, the 'in-service' programme has all along pertained to any orientation/training programme provided to a school teacher who is already working, with a view necessarily to

refreshing, enhancing and renewing his/her professional acumen. That is the reason why the first professional degree in teacher education acquired by a school teacher, even if he/she is already employed as a teacher, is not considered 'in-service training'. As in the case of the backlog of untrained teachers of the early post-Independence period or later, teachers who are enrolled in evening, vacation or correspondence courses, get 'initial training' and not in-service education.

In the context of this discussion, it is significant to recall that the formal teacher education programme first initiated in India was meant only for those employed as teachers. They were trained in the normal schools where they worked. In this sense, school teachers were provided on-service training. At that time, the present concept of refresher courses was both unnecessary, and inapplicable as even first-level training was not available to most teachers. It was only when the body of trained school teachers grew larger and their training became a matter of some significance that the need for refresher courses emerged. It was during the 1930s that refresher courses were organised for school teachers in accordance with the recommendation of the Hartog Committee (1929), which was later also endorsed by the Sargent Committee (1944).

Since Independence, teacher education has had to shoulder the responsibility of not only providing training to a large workforce of teachers to service the growing number of schools, but also of training the large backlog of untrained teachers who had been working for quite a long duration, and ensuring proper and continuous development of trained working teachers and professionals.

New entrants, who had completed school education and/or collegiate education and wanted to be trained to become teachers, were provided with pre-service training through the existing programmes of teacher education. Working teachers required two types of training programmes. In continuation of the existing practice adopted prior to Independence, untrained working teachers both in primary and secondary schools were sponsored by state governments and local bodies for various institutions. There is no

indication at any level that mattered as to the appropriateness of a common teacher education programme for both a new entrant and an experienced teacher. Perhaps initial training was considered to be of equal importance for everyone. However, one significant development which supported in-service education of school teachers was the establishment of the Central Institute of Education in 1947. This institute was given the explicit task of promoting continual professional development of school teachers and also of carrying out systematic field studies for assessing teachers' needs and generating meaningful and tested training modes. The Secondary Education Commission (1952) also seemed to agree with this. However, the Study Group on the Training of Elementary Teachers in India (1960) appointed by the All India Council for Elementary Education under the chairmanship of Raja Roy Singh, strongly recommended other measures to cover the backlog of untrained teachers in view of its gigantic proportions, viz. 4,00,000 untrained teachers in primary and middle schools by the end of the Third Five Year Plan (1966). A substantial number of these untrained teachers would have been above 35 years of age and would have put in service of ten to fifteen years. The Study Group felt that 'Little purpose is likely to be served by sending them for a regular course of pre-service training.' Accordingly, it recommended that their training should be undertaken through short-term in-service courses. It was of the opinion that training inputs needed to be differentiated according to the length of service. That is, for teachers below the age of 35 who had put in five to ten years of service, the pre-service training course should be of one year; whereas full-term (two years) training courses would be required for untrained teachers who had put in less than five years of service and were below 35 years of age. The number of additional training places would have to take account of these untrained teachers. The Study Group found correspondence education a suitable channel that could be tried for clearing the backlog of untrained teachers. It may be recalled that it was in the same year (1961) that the National Council of Educational Research and Training was established and charged with the responsibility of research

and training for improvement in school education. In-service programmes were within the purview of the National Council of Educational Research and Training, which did *'excellent pioneering work'* through its Department of Extension Programmes for Secondary Education by providing extension services to nearly 50 per cent of teacher training institutions.[2] As a further step, the State Institutes of Education were set up in 1964 for achieving better coordination in primary education and for providing greater coverage and regional specificity in the training programmes. The State Institutes of Education focussed mainly on elementary school teachers. The Education Commission (1964–66) supported the view that the onus of in-service teacher education programmes should be on the states and that State Institutes of Education could undertake this task. The Commission was also of the view that for clearing the backlog of untrained teachers, separate programmes needed to be organised and that there was a need to provide differential in-service training inputs to teachers with five years' teaching experience and 40 years of age. In particular, teachers above 40 years with at least five years of service may be given a short course and deemed trained, whereas teachers below 40 years of age may be required to undergo training of varying duration.

The Education Commission strongly recommended that large-scale and coordinated programmes of in-service education for teachers should be organised by universities, training institutions and teachers' organisations, for teachers at all levels so that every teacher would receive at least two or three months' in-service education in every five years of service.[3]

The backlog of untrained teachers continued to be the responsibility of different teacher education institutions with teachers sent 'on deputation' by state and local education authorities. In the wake of an increasing concern for quality at all levels, this practice gave rise to a lot of debate. In 1975, the Elementary Education Committee of the National Council of

[2] Ministry of Education and Social Welfare, Government of India, *Report of the Education Commission* (1964–66), para 4.06, 4.56.

[3] Ibid.

Teacher Education, in its first meeting (1975), observed:

> The reservation of seats for untrained working teachers sponsored by the state governments and local bodies also reduces selection based on merit to a real sham. While such reservation may be justifiable to clear the backlog of untrained teachers, it reduces the proportion of fresh entrants and makes the introduction of other criteria of selection purposes inoperative. It is for consideration whether for clearing the backlog of untrained teachers, alternate methods such as summer school-cum-correspondence courses should be used, so that the quality of fresh entrants to Teacher Training Institutes as well as the group homogeneity could be ensured.[4]

By then, however, in many of the major states of India untrained teachers had been compulsorily 'deputed' for getting trained under the regular teacher education programme. The pre-service teacher education certificate came to be prescribed as an essential condition for employment as teachers. The extent to which the administrative mechanism of 'deputation' changed the quality of those 'trained' teachers is difficult to ascertain.

Alongside such attempts at clearing the 'backlog' of untrained teachers through 'pre-service training', efforts also continued in respect of actual in-service education and training programmes, which have come to be popularly recognised as in-service teacher education programmes. Apart from national and state-level institutions like the National Council of Educational Research and Training and the State Institutes of Education, several other institutions participated in in-service education. These institutional structures, most of which were established during the early decades of Independence, indicate a variety of aspects on which orientation facilities had been visualised—subject matter updating in different disciplines during summer with specific orientation such as educational and vocational guidance, development

[4] NCTE, *Minutes of the first meeting of Elementary Education Committee*; 1975, p.6.

and use of audio-visual materials, language teaching, and so on. In addition, another set of institutions providing orientation and training to teachers in specific areas of specialisation were established. Of these, institutions for the development of languages and language instruction need particular mention. The Central Institute for English and Foreign Languages and the Regional Institutes of English set up in different parts of the country have paid special attention to helping school teachers teach English as a foreign language as well as a second language. Several private agencies have since come up with similar agenda. All these institutions provide full-fledged certificate, diploma and degree courses in their respective specialisations, apart from in-service programmes. A similar initiative has been taken in respect of the Indian languages. For this, the Central Institute of Indian Languages in Mysore with its regional units and the Kendriya Hindi Sansthan, Agra, have been set up. It is significant to note that national concern and recognition of school needs, as well as the required infrastructural facilities were translated into action expeditiously.

One cannot miss the focus in in-service teacher education for teachers in the framework of several other institutions engaged in area-specific programmes of awareness. The International Institute for Population Education, Bombay, the Centre for Environment Education, Ahmedabad, Community Science Centres in some cities, the earliest being the Sarabhai Community Science Centre, Ahmedabad, and the Centre for Cultural Resources and Training under the aegis of the Ministry of Human Resource Development, New Delhi, are some examples of such institutions whose main agenda is not in-service education, though teachers have been identified as one of their target groups.

All the different agencies entrusted with the responsibility of in-service teacher education, such as the Central Institute of Education, later the National Institute of Education under the aegis of the National Council of Educational Research and Training, the State Institutes of Education and universities, conducted scores of in-service programmes on varied themes of significance for teachers of

primary and secondary schools. It became increasingly clear that the available network was inadequate for catering to the large workforce of teachers. Besides, the efficacy of the principles of 'downward filtration' and 'ripple effect' proved limited. The 'ripple' generated by training a few from different institutions, regions and levels, disappeared before it widened to encompass others. In the meantime, certain other developments in the field of education greatly influenced teacher education. The launching of the National Adult Education Programme and the Non-Formal Education Programme in 1979, and the United Nations International Children's Emergency Fund sponsorship of improvements in elementary education through several national projects in the same year, led to changed perceptions about the teacher education programme and their significant role in making these new programmes effective. All these programmes had serious implications for the operation of the teacher education programme. They highlighted the need for greater sensitisation of not only entrants but also of in-service teachers towards social and economic issues of the community, and the unpreparedness of the teaching force to effectively respond to the emerging roles of teachers.

With this realisation, new institutional structures emerged with a concern for ensuring qualitative improvement and professional development of school teachers. It was considered relevant to mobilise efforts at the state level in order to make in-service education and field research more appropriately tailored to state-specific needs and also to enhance the participation and responsibility of state experts in the process of quality improvement in school education. Towards this end, the State Councils of Educational Research and Training were set up during the early eighties, on the lines of the National Council of Educational Research and Training at the national level. These State Councils of Educational Research and Training became umbrella institutions at the state level, bringing in their fold the State Institutes of Education and all other units pertaining to school education. As a consequence of the National Policy on Education of 1986, yet another set of institutions have been established

providing for localised specifications and needs that came to be recognised to be wide and varied even within the same state. In line with the National Policy on Education 1986 direction for greater decentralisation and local relevance in all educational endeavours, leading institutions have been established at each district for the purpose of in-service education of elementary school teachers. These District Institutes of Education and Training have been functioning since 1988. The District Institute of Education and Training, as envisaged by the National Policy on Education 1986,

> will be established with the capability to organise pre-service and in-service courses for elementary school teachers and for the personnel working in non-formal and adult education. As District Institutes of Education and Training get established, sub-standard institutions will be phased out. These are by now set up in most states.[5]

The scheme of District Institutes of Education and Training is part of a larger strategy, viz. the Centrally Sponsored Scheme of Restructuring and Reorganisation of Teacher Education. One other component of this scheme is worth mentioning. In order to overhaul school education, the teaching workforce had to be oriented to the priorities and directions given in the National Policy on Education 1986; programmes like Operation Blackboard expected primary school teachers to be able to use child-centred and activity based instructional materials that were supplied to them. It seemed impossible to provide appropriate orientation to school teachers in this regard through regular institutional structures.

The Programme of Mass Orientation of School Teachers provided the possibility and the need for quick transfer and dissemination of knowledge and technology. In addition, this brought to the fore the need and possible mobilisation and coordination of available resources for faster and more impactful gains. The instructional packages

[5] Ministry of Human Resource Development, Government of India, *National Policy on Education, 1986*, pt. 9.6.

generated for resource persons and teacher participants are readily available resource material. Sustaining and enhancing the impact of the Programme of Mass Orientation of School Teachers continues to be an impossible target for available institutional structures.

It has been felt that the District Institutes of Education and Training, even when all of them are operational, will not be able to provide in-service education facilities to more than one-third of the total elementary teacher population. In view of such considerations, another nationwide programme was launched during the Eighth Plan (1993–97), namely, 'Special Orientation of Primary Teachers'. The programme lays emphasis on teachers 'using the Operation Blackboard materials and comprehending the Minimum Levels of Learning to be achieved by learners'. For this, it aims at equipping teachers with the necessary academic and resource support in order to generate locally relevant curricular activities which would not only be meaningful to the local learner and attract him/her towards school, but also keep him/her there. Learner-centred capability can be promoted in teachers only when they themselves generate materials for their learners. The 'hands-on' experience of teachers in developing such material is likely to reach students in printed form within a short period of time as they are locally processed. The experience may prove quite satisfying to teachers. This causes concern, especially in the wake of the determined efforts being made for realising the target of Universalisation of Elementary Education and quality enhancement. Towards overcoming such shortfalls, the technology of interactive television for school teachers was experimentally tried out recently. This satellite-based interactive television used the Indian National Satellite transponder with one-way video and two-way audio facilities. It was launched as a pilot programme by the National Council of Educational Research and Training, in collaboration with the Indian Space Research Organisation and Indira Gandhi National Open University. The pilot programme aimed at orienting 60,000 primary school teachers and 360 District Institute of Education and Training faculty. All the District

Institutes of Education and Training in Karnataka (20) were covered in Phase I, while the next phase was to extend to districts in Assam and Madhya Pradesh. The entire programme lasted one week during which school teachers were oriented to concerns in primary education, use of Operation Blackboard materials, and activity-based, child-centred teaching for achieving Minimum Levels of Learning in primary schools. This technology can bring about far-reaching effects in the organisation of in-service education for teachers.

Another programme introduced under the centrally sponsored scheme of teacher education is for providing support to strengthen some of the existing teacher education institutions with a potential for diversification and quality work. Under this programme, some outstanding secondary teacher education institutions were identified as Colleges of Teacher Education and Institutions of Advanced Study in Education. These were to be established in a phased manner during the Seventh Plan period, which in actual implementation was extended to the Eighth Plan period. In effect, by 1996–97, 425 District Institutes of Education and Training, 76 Colleges of Teacher Education and 34 Institutions of Advanced Study in Education had begun functioning in different states/union territories. These categories of institutions are expected to provide in-service education to elementary and secondary school teachers along with their regular pre-service teacher education. The Colleges of Teacher Education are expected to organise two kinds of in-service education programmes for secondary school teachers: subject-oriented programmes of three to four weeks duration; shorter theme-specific programmes of three to ten days. These programmes are to be organised in such a way that every teacher undergoes at least one subject-oriented course once in five years, apart from short theme-specific ones.

The Institutions of Advanced Study in Education are visualised as more specialised institutions of quality with not only pre-service teacher education but also postgraduation facilities in education (M.Ed.) and educational research. They are expected to be 'lead institutions' in different parts of the

country and organise in-service education for both elementary and secondary school teacher educators, principals of secondary schools, persons involved with the supervision of secondary schools, etc. It is expected that on the basis of felt needs, and in consultation with educational administration, areas of in-service teacher education will be identified and programmes conducted. For discharge of such additional functions, and for enhancing their physical, organisational and academic resources, these institutions have been provided financial support.

In spite of the many initiatives taken over the years, the larger body of school teachers do not get the opportunity to participate in any meaningful programme of in-service education, and the objective of exposing each teacher to in-service education at least once in five years—a recommendation repeatedly made by commissions and committees and incorporated in policy documents—remains unfulfilled. The reasons are many and varied, and include among others the large number of teachers involved, the lack of infrastructure at local levels allow teachers easy participation, inadequate attention given by teachers' organisations to updating the knowledge and skills of their members, general lack of motivation on the part of teachers to update their knowledge and skills by seeking their own useful avenues, and lack of appreciation by the 'administration' of the value of in-service education.

SEVEN

Education of Teacher Educators

With well-differentiated forms of teacher education programmes for different categories of teachers and other personnel, the problems of teacher educators working at teacher education institutions have surfaced prominently and acquired urgency. The need is for reviewing the levels of their competence, the modes adopted to update their knowledge and the opportunities offered to them for further learning. This need arises from the basic assumption that the quality of pedagogical inputs in teacher education programmes and their effective utilisation for the purpose of preparing prospective teachers depend largely on the professional competence of teacher educators and the ways in which it is utilised for strengthening the teacher education programme.

Teacher educators are usually persons with an initial degree in teacher qualification, i.e., a B.Ed., along with a Master's degree in a basic discipline with or without an additional Master's degree in education. These qualifications equip teacher educators with the basic understanding of how to teach what they have gained through a B.Ed. and the disciplinary background in education obtained through an M.Ed. These degrees, however, do not necessarily enhance the understanding and skills or provide guidelines as to how to educate entrants into the profession. This raises questions as to the basis for such entry specifications for teacher educators. The justification seems to have come from other programmes in education: at every stage of education a higher degree has been accepted as being adequate for becoming a teacher. For instance, a higher secondary graduate is good enough for teaching in primary schools, a graduate with professional training for secondary schools, one with a postgraduate degree with a B.Ed. degree is suitable for teaching at the higher

secondary level, a 'good' postgraduate, preferably with a higher degree or Ph. D. in any discipline is fit to teach the same discipline at the graduate and postgraduate levels, and so on. A higher level of knowledge and skills is perceived as being adequate for teaching at a lower level, and a linear arrangement from lower to higher levels as being possible in the 'general education stream' in terms of the complexities and difficulties involved.

The same rationale has been adopted with respect to teacher education. For instance, anyone with a B.Ed. is considered qualified to become a teacher educator for elementary stage teacher education, and anyone with an M.Ed. to become a teacher educator in a secondary teacher education institute. This seems to defy logic, since a B.Ed. degree holder is trained for the secondary school level and even when not oriented towards elementary education, is entrusted with the responsibility of educating elementary school teachers. Similarly, one who has secured an M.Ed. degree has not been oriented to 'prepare' secondary school teachers, but is allowed to do so. In fact, an M.Ed. degree holder has no more exposure to secondary education than a B.Ed. holder. This view of the professional preparation programme as a linearly arranged one makes the whole programme ineffective. Teaching and the other roles for which teachers have to be prepared are complex at each level and so also the needed teacher education inputs.

Teacher educators are disadvantaged on another count. The B.Ed. degree which every teacher educator generally possesses, enables him/her at best to learn how to teach effectively—he/she acquires a certain knowledge base and develops skills, and learns to combine them in his/her own teaching style. All these require a great deal of self-initiated effort on the part of a student teacher who has to internalise them and practise them professionally. These can be developed through exposure and practice under training, and later through independent practice as a teacher. However, learning to become a good teacher and actually teaching effectively does not mean that one has also learnt how others can be helped or trained to be effective teachers. An effective

teacher educator needs to possess knowledge about specialised and efficient ways of exposing student teachers to varied ways of teaching and be capable of helping them to acquire a distinct style of teaching of their own. This function would need an emphasis on knowledge of different training techniques, their place in the preparation of prospective teachers in relation to their behavioural attributes, and further helping them to internalise the available techniques and act in ways that are individually suited to them. While teaching a certain subject a teacher can concentrate on identifying the most relevant forms of knowledge and corresponding teaching behaviour to a certain group of learners, and attempt to develop his/her own style of teaching, whereas a teacher educator (trainer) may have to be in continuous search of what works best for individual trainees with varied behavioural dispositions and skills. In brief, this is a difference similar to the one between a trainee and a trainer, and both require specialised education for being effective in their own pursuits. What is more, our postgraduate courses in education seldom provide such a perspective, since their focus is not on developing teacher educators. Even in institutions in which the study of 'teacher education' is pursued by postgraduate students as a specialisation, the emphasis is not on preparing them adequately to become teacher educators.

Most often, having become a teacher educator one has to struggle to live up to expectations. Those who succeed as teacher educators do so with personal effort and experience. Others fall back on the training inputs they had received, unable to conceptually internalise them and give them back to their students in the same manner. Naturally, they tend to insist on dos and don'ts rather than provide technical justification. They also find it difficult to help student teachers blend theory and practice which would lead to enhanced effectiveness in discharging various teacher roles. Further, due to such poor equipment, the involvement of teacher educators in several decision-making situations related to teacher education cannot lead to very meaningful contributions which can enhance relevance in substance and in practice. Curriculum development, modernising pedagogy, sensitivity

towards emerging needs and demands on the education system, particularly the school system, are but a few such areas in which such a limitation is perceived. All these facts lead to the need for special orientation for teacher educators. The demands on teacher educators in regard to these and related aspects are peculiar to teacher education. This is essentially because of the nature of knowledge in the field as well as the structural diversification that has occurred in the organisation of teacher education. There is a need to recognise these as realities and to visualise relevant substance and professional orientation inputs for the education of teacher educators. An attempt is made here to spell out the requirements in this regard both in respect of 'substance' and the possible tasks to be undertaken. This has been done by drawing upon what has been presented in the earlier sections.

The knowledge to be transmitted in teacher education has to be distinct in certain ways from that in the discipline of education, since the knowledge used as a basis to develop educational practices is drawn from disciplines cognate to education. However, this knowledge base needs to be broadened further in order to convert it from its original disciplinary form into an educational form, and bring it to bear upon practices in education. This pursuit should help in identifying 'knowledge in education'. But, in teacher education, knowledge pertaining to educational practices with which a student teacher is concerned, has to be discerned clearly and utilised as base knowledge woven around pedagogy and the ways of communicating it. As a matter of fact, available substantive articulations maintain the distinctness of the different disciplinary perspectives, rather than present them in a smoothly blended form that would make them more 'educational'. The relevant point here is that teacher educators have the responsibility of discerning relevant elements of knowledge in other disciplines and forging them into unified knowledge, meaningful enough for an entrant to understand and absorb it. Besides, the task of generating relevant reading material on such 'blended' knowledge can also only be undertaken by teacher educators. This makes a case for equipping teacher educators with the

necessary technical know-how for such tasks which require a focussed effort.

It needs to be stated that unlike the hierarchical arrangement in other disciplines, knowledge used in teacher education has the same characteristics irrespective of the stage for which a teacher is being prepared. That is, the common opinion that knowledge in a subject can be organised into a linear or concentric arrangement in respect of its complexity and difficulty, across stages, cannot be extended to the organisation of knowledge in teacher education. Teacher educators for each stage of schooling must be familiar with the characteristics of this knowledge, have adequate understanding and the technology needed for transmitting it, so that it produces the necessary and expected behaviour among student teachers. For doing this, teacher educators have to be 'highly specialised' professionals who not only generate the relevant knowledge base both from available theoretical understanding and field operations, but also identify suitable transaction modes and continually seek effective alternatives to all these in a systematic manner.

The variety of teacher education programmes raises another significant issue. There are specific programmes for various stages of education which are intended to prepare teachers for respective stages. Apart from this function, teacher education programmes, especially those leading to degrees and postgraduate diplomas, are expected to prepare teacher educators for primary and secondary teacher education institutions; M.A./M.Sc. Education, M.Ed. courses are also intended to prepare researchers in education; B.Ed., M.Ed. degrees being a requirement for educational personnel for supervisory and administrative positions and also for preparing personnel for research and development institutions like Institutes of Science, Evaluation Units and State Institutes of Education/State Councils of Educational Research and Training, etc. In addition, there are presently several other institutions concerned with research and development in various fields, viz. social science, health and medical services, agriculture extension, social and community work, etc. They require personnel with suitable educational orientation for

tackling those aspects of their projects/activities which need educational inputs and processes—a purpose which is also expected to be served by existing courses like the B.Ed., M.Ed., M.A./M.Sc. (Education), M.Phil. (Education), etc. These varied needs make these courses 'multipurpose'. Such varied expectations may be justifiable provided they find expression in terms of curricular activities and specialised studies. For instance, a B.Ed. could be a suitable qualification for a teacher educator in an elementary teacher education institution, provided the candidate had obtained the B.Ed. degree with orientation or specialisation in teaching at the elementary education stage. However, this kind of relationship between curricular studies and job requirements are not generally found. Sometimes they are even non-existent. Till recently, B.Ed. with specialisation in elementary education did not exist; in fact, even presently, B.Ed. courses largely address teaching at the secondary stage. Similar mismatch may be noticed in other courses as well. In order to meet area-specific needs certain courses have been offered from time to time by different institutions. For instance, the National Institute of Education of the National Council of Educational Research and Training instituted a one-year course, namely, a Diploma in Research Methodology, in 1963 to prepare researchers in education. The course was converted to 'Associateship Course in Education' in 1967, to cover a large number of specialised areas in education for preparing qualified personnel in education for varied positions in institutions of education. After a few years the course was discontinued. The Zakir Husain Centre for Educational Studies of the Jawaharlal Nehru University started in 1970 an M.Phil. (Education) course to train teachers and researchers with a strong background in the social sciences—sociology, economics, psychology and history—in education. More recently, in 1994, the Maulana Azad Centre for Social and Elementary Education of the University of Delhi instituted a B.El. Ed. programme to prepare teachers and other personnel for elementary education. Such efforts are commendable and indicate a trend towards making teacher education courses broad-based and at the same time more specific and

specialised. Such efforts, however, have been very sporadic and have not been institutionalised in any significant manner.

It seems clear from the above that existing practices and conditions for the preparation of teacher educators are inadequate. Efforts towards improving these is an immediate need, to be undertaken with serious academic consideration. In what follows is outlined a possible set of actions that can be taken in this direction, with the perspective of developments in teacher education, an area which has been continuously evolving. In its initial stage, when it was known as 'teacher training', it represented what was then considered as 'education', a course to be pursued at the university level. Later, it came to be given the nomenclature of 'teacher education', which was regarded as being wider in meaning and scope than training. Similarly, the role of a teacher came later to be seen in the context of the emerging society in India. On the methodological side, the field of teacher education has been acquiring a new identity. This process of evolution of teacher education and its emerging identity calls for two types of actions. The process of evolution has to be identified, delineated and disseminated widely among teacher educators, and a continuous and sustainable process of interaction and study have to be initiated to effect changes in curricula of teacher education at different stages. Past experience in modernising or restructuring curricula has not been very encouraging as the efforts have not yielded the desired results.

The nature of teaching may have to be examined closely. In this connection, a few questions are relevant: Does teaching have commonality, stretching across stages of education? If there are certain commonalities and also a few differences of an operational nature, what are the implications for conceptualisation? Examination of such issues requires a forum of professionals.

In fact, teacher education has not been influenced by developments in the field of education to the extent that one would have liked it to happen. Teacher education at various stages are of varied kinds and need to be examined continuously to bring out clearly their purpose, identify the linkage between the purpose and curricular designs, and point

out overlaps between and among different teacher education programmes. Such scrutiny may also lead to instituting new courses for specific purposes in a sustainable manner. An institution charged with this responsibility can initiate such a programme, involve other institutions for necessary collaboration, and introduce dynamism in conceptualisation and programme formulation in teacher education. It would hopefully contribute towards enriching the discussion on teacher education and ultimately education itself. Such a purpose can be fulfilled by the newly visualised institutions in teacher education.

Various programmes have been initiated by the national and state institutions for professional development of teachers. These have been mainly for in-service teachers. Some of these, as mentioned hereunder, are illustrative:

- refresher courses for teachers
- pedagogical enrichment courses for teachers
- orientation of teachers in specific areas emerging through time
- seminar reading programme for teacher educators
- paper reading programme for teacher educators
- research grants to teachers.

These have, no doubt, contributed to the professional development of teacher educators. The effort has, however, remained sporadic and small in coverage. There is need for a multipronged effort, in terms of varied academic pursuits, more particularly for critical study and reflective thinking on teacher education. This is possible through a national institute sponsoring academic bodies of different kinds. By establishing national and senior fellowships, visiting fellowships, guest fellowships, associateships, visiting professorships, etc., a national institution may serve the purpose of effectively ensuring forward movement of teacher education. Also, an institution of this status could offer facilities for studies and other academic pursuits for those on study leave, sabbatical academic leave, etc. The institute could also explore the possibility of facilitating such provision of leave not only for teachers and teacher educators by seeking appropriate

collaboration with concerned institutions, but also to other educational personnel interested in teacher education. These activities and awards, when executed in a coordinated manner, would enrich the thinking in teacher education.

With new areas being included in the curriculum at the school stage, a tendency to include them in teacher education for necessary orientation to prospective teachers has emerged. However, many of these areas, such as environmental education, population education, value education, human rights, Acquired Immune Deficiency Syndrome, etc., may be such that not every teacher has to teach them. The few teachers teaching these could be seen as specific groups of teachers who may need special orientation and updating of knowledge. For such areas, training needs assessment and organisation of relevant inputs would be necessary. This would help in dovetailing pre-service and in-service teacher education. Such programmes may also help in attaining increasingly higher quality and effectiveness. However, for the development of such programmes and their organisational feasibility and implementation, very systematic endeavour of sufficiently high quality is required. Also, there has to be assured and regular support for institutionalising these programmes. An institution at the national level could be charged with this responsibility.

In conclusion, it may be stated that the education of teacher educators needs serious and immediate attention. It is important that teacher educators are suitably equipped for their roles. For doing this, greater effort is needed to undertake a substantive overview as well as work out details of issues related to this need through systematic studies. The existing programmes of study may need revision to bring about a clearer focus on teacher education and the roles of teacher educators. A specialised institution may have to be entrusted with the responsibility for all this. This could also lead to identification and consolidation of efforts made by other institutions concerned with teacher education.

EIGHT

Postgraduate Studies and Research

Pre-service teacher education programmes leading to a degree (B.Ed.) have come to be recognised as a graduate level study of education, the major reason being that the theoretical study of education began as an extension of the original form of teacher education programmes. Over the years, however, more academic courses of study in education were evolved which did not lead necessarily to professional preparation of school teachers. In this category fall the B.A. Education and M.A. Education courses, which provide for a conceptual study of education. There are also the integrated programmes of teacher education such as those provided in the erstwhile Regional Colleges of Education and the elementary teacher education programme of the Maulana Azad Centre for Elementary and Social Education of the University of Delhi. However, all these programmes including the B.Ed. and M.Ed., address education in forms other than teacher education. Among them, only the B.Ed. as a graduate degree and the M.Ed. as a postgraduate degree are usually accepted as required qualifications for teacher educators. In research too, not much emphasis is given to teacher education as an area of sustained study. In view of these considerations, postgraduate studies and research in teacher education might appear to be a misnomer. However, in education, teacher education has been the main focus of systematic study. It has since grown in substance, structure and detail, and therefore needs greater attention especially at higher levels of generating knowledge and disseminating educational awareness.

It was necessary earlier to enlarge the scope of our understanding of mere pedagogic aspects as being the substance of teacher education, with reference to education as

the context within which it operates. This perspective was expected to be reflected in teaching–learning processes created in and outside classrooms. In more observable form, this was expressed in the change in nomenclature of teacher education programmes which was effected during the mid-twentieth century, when courses of study like Bachelor of Teaching were changed to Bachelor of Education. The main consideration was that 'education' was wider than 'training' in meaning and scope. This perspective was reinforced when the University Grants Commission renamed its 'Panel of Teacher Education' as 'Panel on Education' in 1979.

The Education Commission Report (1964–66) induced a much wider recognition of the nature of education vis-a-vis national development. The commission made a plea to strengthen the study of education at the university level in such a way that the processes of education and other related problems are examined in the context of the 'social reality' of which education was a part. Towards this end, the commission recommended the establishment of schools of education in a few universities, to provide an avenue for conceptualising educational problems in an interdisciplinary perspective and seek their solutions with consideration being given to the linkages that education had with other social subsystems. The study of education at the postgraduate level, both its disciplinary and professional aspects, was expected to contribute to enriching the programmes of teacher education. Corresponding changes were visualised in the curricula of teacher education at various levels and also in their transactional modes. Such a perspective was expected to strengthen the base of teacher education while the knowledge base may encompass other dimensions of education. The expectation of deriving greater insights from such an extended view of teacher education has not, however, been realised. Consequently, the focus on teacher education remains restricted to the earlier programme of a B.Ed. degree.

M.Ed. as a significant postgraduate study raises certain important issues. It is thought to be the eligibility requirement to become a teacher educator in preference to other postgraduate degrees in education (M.Sc. Ed. and M.A.

Ed.). A review of the syllabi of the M.Ed. course in universities reveals that the substantive emphasis is on the foundations of education which are based on the knowledge base and premises derived from cognate disciplines. Most commonly, the psychological, sociological and philosophical foundations of education are dealt with. Only in very few universities are even the historical foundations included. The manner in which these are detailed in the syllabi and actually dealt with, inform students of several 'implications' that are educational, rather than of the educational connotations of concepts leading to an indepth overview of education. In short, education is viewed as an eternal 'borrower' and is considered to be dependent on other disciplines rather than actively interacting with them so as to generate its own explanations. This issue has been discussed earlier. Further, teacher education appears, if at all, as one of the areas of specialisation which is optionally chosen by M.Ed. students. The Curriculum Development Centre in Education (1989) reported that in over 40 per cent of the universities, teacher education was offered as an optional specialisation, the contents being mainly informational about the nature of programmes, programme components and operational problems, dealing mostly with secondary level teacher education programmes. A significant point brought out by the Curriculum Development Centre in Education in its report[1] was that one of the objectives of the M.Ed. programme was 'developing effective teacher educators', making it obligatory for every institution to provide adequate inputs for orienting M.Ed. students to the roles and challenges of prospective teacher educators. There is no indication in the report as to how this objective can be realised. Significantly, alternative models of the M.Ed. curriculum suggested by the Curriculum Development Centre in Education also do not show any special consideration of this aspect. The unstated premise seems to be that understanding the foundations of education will spill over to each aspect of teacher education, as it does to any aspect of education. While this premise may be

[1] UGC, *Report of the Curriculum Development Centre in Education*, Vol. I, 1989.

acceptable theoretically, it would require examining each detail of teacher education, identifying the different tasks and situations within it which can and need to be explained from the perspective of one or more of these foundational disciplines, and explicating these in such a manner as to make them meaningful to a beginner. Obviously, this has serious implications for all aspects of teacher education, be it curriculum designing and its revision, or curriculum transaction, organisation and evaluation. Precious little seems to have been done in this direction. It would be a worthwhile exercise to carry out.

Another postgraduate programme which is intended, among other things, to prepare teacher educators and support their professional development, is the Master of Philosophy in Education or M.Phil. (Education). This development in respect of the study of education at the university level took place during the 1960s. Meerut University was the first to institute this course in 1969 with the following major objective:

- to augment training in original thinking and reflection in education as the course of M.Ed. was considered rather deficient in these respects;
- to provide a refresher course to teacher educators;
- to equip adequately prospective teachers at college and university stage, and researchers in education.[2]

The course was designed to promote interdisciplinary study of education and undertake research in it. To ensure this, eligibility for admission to the course was a Master's degree in any discipline. Later, in 1973, Himachal Pradesh University instituted M.Phil. (Education). A few observations may be relevant with regard to these courses:

(i) Initially, the course was expected to equip a scholar sufficiently in theoretical understanding of education and methodology of undertaking research which was to be pursued later for a doctoral degree. An M.Phil. could be

[2] Lokesh Koul, 'Trend Report on Research at the M.Phil. level in Indian Universities', in M.B. Buch (Ch. ed.), *Fourth Survey of Research in Education*, Vol. II, 1991, pp. 1465–79.

visualised as part of the research effort which would culminate with necessary additional inputs for a Ph.D. thesis. Therefore, at the M.Phil. level, a scholar prepared a research proposal which was thoroughly and formally examined through an examination, and approved or disapproved. This practice was later replaced by a full-fledged dissertation to be submitted by the scholar at the end of the course.

(ii) For making the study of education broad-based, candidates with a Master's degree in any discipline could be admitted. Candidates in appreciable numbers, with Master's degrees in subjects other than education, were admitted to and qualified for the degree. However, in the actual job market many of these candidates did not get suitable placement, particularly in colleges or university departments of education, since the latter continued to insist on recruiting staff from only among those who possessed B.Ed. and M.Ed. degrees. The serious consequences of this were: candidates with degrees in disciplines other than education were discouraged and enrolment in M.Phil. (Education) started dwindling, with the result that it did not attract very bright students from other disciplines, and some universities revised the eligibility criteria for admission to M.Phil. (Education) by making a Master's degree in Education an essential requirement.[3]

There seems to be a difference in the pace with which implementation of ideas including curriculum designing and instituting a course is undertaken, and the corresponding and supportive changes to sustain it, like recruitment procedures for making appointments to various positions. At present, eighteen universities are continuing with the M.Phil. (Education) course and admitting candidates with Master's degree in disciplines other than education.

Doctoral studies in education, on the other hand, have a longer history. They provide much wider coverage of the substance of education, with continuous evolution of and search for the appropriate methodology of educational research.

[3] Ibid.

Among the widely differing efforts in educational research, a considerable number of studies have been conducted on a variety of themes pertaining to teacher education. These include techniques of training such as micro-teaching, skill-based approach to teaching, and Flander's Interaction Analysis Category System and their relative effectiveness, teaching competencies, and the effectiveness of different instructional strategies for students of B.Ed. and M.Ed. Many of the studies have been conducted at the doctoral level. The outcomes of these studies have, no doubt, provided useful insights. The various research studies conducted on teacher education show that it has so far remained unaffected by research findings, unaltered organisationally and definitely not renewed in spirit.

Attempts to bring in new perspectives for the study of education at postgraduate and research levels, and trends emerging towards evolving a more appropriate methodology of educational research, have been witnessed during the last two decades. However, the gains in theoretical understanding of education and conceptualisation about educational practices at the operational level do not seem to have much influenced the programmes of teacher education. Three decades ago, the Education Commission observed that the programmes of teacher education were isolated from schools, from other disciplines in the university, and even among themselves. These remarks appear to be true even today. The Curriculum Development Centre in Education (1991), for instance, stated that '. . . these courses neglect the diversity, plurality and hetrogeniety of Indian society . . . neglect social reality.' Surveys of research in education in India have repeatedly brought out the fact of isolated, fragmented knowledge and highlighted the need for research to be undertaken about the core practices in teacher education (Surveys 1974, 1978, 1988, 1991). This would help bridge the gap between research and actual educational practices. In this context, a few observations may be made:

(i) Understandably, knowledge from cognate disciplines is drawn for designing the curricula of teacher education programmes. The articulation of this knowledge,

when brought to bear upon concepts and practices in education, has remained largely unchanged from the respective disciplines from where it is originally drawn. The influence of the psychological perspective has been most dominant in programmes of teacher education. Consequently, researches in education have been mostly conducted with the perspectives of the concerned cognate disciplines. The outcome of such researches have their own limitations in offering adequate explanations and articulation on educational concepts, as they operate under 'educational reality'. This barrier needs to be broken by consciously planning and executing studies in education with an 'educational perspective' which is multidisciplinary in nature rather than adopting disciplinary perspectives.

(ii) The understanding sought through disciplinary pursuits attempts to perceive and project 'reality'. The adequacy of such theoretical understanding to explain reality is limited to that perspective and determined by the same. At the same time, the explanation offered by theoretical knowledge of a disciplinary nature does not make other perspectives irrelevant or inadequate to offer explanations for the same reality. This problem of different perspectives giving rise to different explanations of 'reality' can be seen even within the same discipline. However, the main point here is that an area like teacher education is characterised by consciously created and institutionalised processes and practices. These have been made possible only after several theoretical understandings based on different perspectives have been actively considered, combined meaningfully (in a purposive way) and concretised to create a unified action—a practice, a programme, a scheme, a set of behaviours, etc. It is for this reason that concepts and theories in teacher education find meaning and scope for themselves only in relation to actual practices and actions. This has direct implication for research on and in teacher education. The research endeavours have to start with the practice or action in teacher education, and look for 'cognitive aids' that may be necessary to understand these, improve them or create them, and ensure that they get operationalised and implemented without losing

their essential aspect which is purposive and therefore, consciously designed and not necessarily natural. It is in favour of such theoretical concern that it is often remarked that we should study 'problems' in education rather than look for structured knowledge of a disciplinary nature. This idea has not been adequately pursued through educational research, as it has largely remained 'grounded' in disciplinary paradigms and is most often derived from a singular perspective. If such an endeavour is undertaken, it will hopefully help in identifying 'educational perspective(s)' which will serve as the basis for educational studies. An important outcome of these researches will be to help generate ideas about the 'tools' of educational research useful and necessary for this purpose. Another relevant gain for a researcher will be to see the relevance of theoretical knowledge in relation to educational practice which in turn w\ould enrich further the specialised knowledge base in education, which may have been adopted originally from other disciplines.

(iii) It would seem that research efforts to explore the relevance and implications of indigenous (national, regional and community-related), sociological, philosophical and religio-cultural institutions for education and teacher education has been somewhat lacking. Considering that education has a social context, there is a need for serious investigation of how different contexts affect educational transactions in terms of the behaviours and roles of different categories of participants. Such research is likely to help in determining the nature of teacher education programmes which prepare prospective teachers for the performance of various roles in community settings.

What is highlighted here is not to suggest that there is no place for theoretical or fundamental research in teacher education without looking for its immediate use in practice. Certain aspects of teacher education can certainly be understood more clearly when an attempt is made to investigate them by developing paradigms based on disciplinary perspectives. Studies in teacher education with the perspective of historical sociological persuasion can

generate gainful knowledge, though these may not refer to specific aspects of practices in teacher education. The main contention here is that such studies on teachers or teaching need to highlight the gains or outcomes in knowledge, and bring out more clearly the educational form of this knowledge. That would perhaps further enrich the understanding of practices in teacher education.

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Concluding Observations

Three significant characterisations of teacher education, viz. institutionalisation, expansion and diversification, have been examined in earlier sections. The analysis has highlighted a few major trends. These include: expansion and diversification of teacher education, and continued concern for improving its quality, as reflected in several policy decisions and other major developments. Some of these trends are discussed here briefly.

There has been a continued concern for improving teacher education, with several suggestions being made. Surprisingly, however, problems have persisted. The main reasons for ineffective implementation of the recommendations seem to be the difficulty to undertake massive adjustments in the existing set-up and the differing perceptions of those who are expected to implement them. Thus, action initiated through administrative mechanisms has had a limited impact.

A welcome trend is the increasing realisation that pre-service and in-service programmes need to be meaningfully linked. Several institutional arrangements have been established for clarifying ambiguities in both modes, making each more effective in respect of purpose, content and modalities, and bringing both together. These include District Institutes of Education and Training, Colleges of Teacher Education and Institutes of Advanced Study in Education. Through conscious and concerted effort, it would be possible to differentiate the contents of both so as to make them continuous rather than parallel programmes and weed out any redundancies. The effort at delineating the content and methodology of in-service teacher education should lead to the organisation of several types of short-term courses with

specific focus. These could be made to available any working teacher interested in enhancing his/her effectiveness in specific aspects such as development of instructional material, humanistic model for classroom teaching, designing computer assisted learning and teaching, instructional processes in non-formal education, etc. Provision of such programmes would lead to sharper focus on particular aspects, and therefore, greater specialisation in in-service education.

The insufficiency of one common programme for teachers at all levels was recognised quite early. This realisation led to diversification of curricular and institutional structures. However, the conceptualisation required for ensuring appropriate and substantive diversification failed to materialise, resulting in a change to be effected mainly through administrative directives. All curricular changes have, for instance, been add-ons. Every teacher education programme has been adjusted around one basic structure, irrespective of the target group, purpose and content. This tendency seems to pervade all the programmes excepting those special institutions which have teacher education as a component of other programmes.

Some relevant features of teacher education which have received attention include: pedagogic, academic, organisational, professional and socio-economic. In view of their complexities they need to be dealt with individually, in a more conceptualised form and supported by data.

The literature on teacher education is replete with examples of many things not having been done in an effective manner. Even when there was fair agreement on solutions, the effectiveness and responsiveness of teacher education has not improved. The difficulties and constraints need to be identified so that reshaping of teacher education can be undertaken.

Teacher education programmes could have been varied and flexible in the context of India's size, diversities and complexities, which have a significant bearing on education and its processes. While there is need to think of a broad curriculum framework in the overall context of teacher education, it needs to be concretised in terms of specific

activities in a more localised manner. This would be true for other components of teacher education also. One could perhaps lay down a minimum level of effectiveness for a teacher education programme. However, improvement of its quality will require initiative and commitment on the part of teachers, teacher educators and those concerned with innovative practices.

Teacher education had administrative origins. It expanded and diversified through structural changes or institutionalisation. Administrative initiatives seem to continue. Every new development, or at least most of them, seems to originate in the establishment of an institutional structure through administrative action. Illustrative of this tendency are the District Institutes of Education and Training, Colleges of Teacher Education and Institutes of Advanced Study in Education. There is a tendency to mobilise the efforts of practitioners and academicians for diversifying curricula only after administrative directives have been given. It is probably due to this structure first, process later approach that substantive articulations in teacher education tend to be deficient. It would be desirable that professional considerations are given primacy. Systematic study of teacher education programmes of all types would need to be undertaken with a view to identifying their nature, academic organisation and control, financing patterns, assessment and accreditation systems and the overlap that exists in their roles. Such study may provide benchmark information which will help in developing proper coordination and linkages among different institutions and agencies.

The delineation of a comprehensive knowledge base for teacher education continues to pose a challenge. The need is to undertake continuous analysis and critical review of existing programmes with a view to identifying and generating new components, thus establishing a match between theoretical knowledge and practice. Such scrutiny must be made against criteria such as 'adequacy of explanatory powers' from varied disciplinary perspectives, 'adequacy of knowledge base for educational actions' and 'plausibility of actions/programmes'. The differentiated

knowledge base which might emerge will comprise all components at each stage, at the same time making them suitable to stage-specific requirements. Such a knowledge base would have relationships with significant segments of education such as teachers, learners, the educational setting and its organisational aspects.

Teacher education has faced the problem of adopting a suitable theoretical stance. The approach so far has been to view the entire teacher education programme from a single perspective. This seems justified since different components move consistently and are interlinked by a common thread. This concern was reflected in the Teacher Education Curriculum Framework of 1978. Each of the conceptual inputs in the form of 'theory courses' reflects distinct disciplinary views—psychological, philosophical, sociological and educational. These have contributed content units on learner and learning, goals and purposes of education, education as a social sub-system, emerging issues in education, etc. The treatment of these leaves much to be desired in terms of the manner in which they can be merged into a composite educational view and thereby into a context for teacher education and its practical application. Being action-oriented in a way contrived and subject to socio-political influences, education including teacher education and their components, cannot be derived from a single disciplinary perspective. The issues have more composite dimensions which do not necessarily occur in a single discipline. In view of this, an 'eclectic' approach has been proposed for adoption in teacher education. In effect, the distinct disciplinary views persist and an 'educational' perspective has not yet emerged. There is need to generate ways of tackling problems in a composite manner and finding aspects and components which can lend themselves to such treatment.

The nature of the knowledge base in teacher education is such that effective implementation of teacher education programmes requires personnel in teacher education institutions who have specialised knowledge of pedagogy and of disciplines cognate to education, viz., psychology,

sociology, philosophy, etc. They also have to be oriented in a manner that they can see the knowledge base as a unified whole, and visualise clearly the placement of their respective knowledge domains or specialities as its integral part. This may have to be the case in respect of specific groups of teachers. It is also believed that teacher educators themselves do not have favourable attitudes towards teacher education, perhaps because they have not been helped to acquire a new knowledge base in teacher education through their own specialised knowledge. These considerations should lead to a staffing pattern suitable for each type of teacher education institution and arrangements for their training/orientation. There is need for systematic examination of the faculty's professional qualifications and the orientation of teacher educators to develop them into professionally cohesive teams.

Another relevant point relating to the theoretical framework in education concerns the social framework within which education functions. In the Indian context this framework is enunciated in the Constitution: create a secular, socialistic and democratic state. The perspectives for teacher education have to be derived from this framework and therefore, the specific problems of teacher education have to be studied within this framework. This would amount to studying specific problems from several perspectives taken together and generating an understanding about these in a comprehensive and integrated manner. In such pursuits, studies with disciplinary perspectives will be relevant but they will have to be part of a larger framework to yield an integrated and holistic understanding of different aspects of teacher education.

A regulating mechanism in the form of norms for qualitative standards in teacher education institutions and their enforcement by a national level organisation is a recent development in India. Norms are necessary for ensuring that the essential infrastructure and other supportive inputs are available in each institution to carry out functions at basic levels of quality. In view of the variety of institutional structures and agencies involved in teacher education and several undesirable practices such as commercialisation, the

mushrooming of sub-standard institutions, etc., a regulatory mechanism is necessary to distinguish effective institutions from sub-standard ones, to check malpractices, to coordinate the functioning of multiple agencies and institutions, and to streamline measures for professional preparation and development of teachers. The norms should not be seen as purely regulatory ones, but more in the nature of conditions and approaches which enhance the quality of teacher education. Enforcement of norms should be transparent. Information obtained from institutions should be discussed with them through interaction at various levels direct. This procedure might suggest to the faculty 'innovative', 'alternative' and flexible modes for teacher education programmes.

Attachment of a practising school to a teachers' training college has often been recommended for bringing teacher preparation closer to actual conditions obtaining in schools. In the context of various recommendations in this regard, the desirability of a teacher education institution and a practising school being close to each other has never been questioned. This raises the basic issue as to why teacher education is organised in such a manner that it is not synchronised with school activities, thereby enriching the teaching–learning of the practising school. There could be many reasons: interpersonal relations, teacher education institutions', control over school programmes, teacher education programmes designed and implemented in such a manner as not to evoke enthusiasm among teacher educators and school teachers, the hierarchical social structure which does not allow teacher educators and teachers to participate on equal terms in professional tasks, etc. These and other questions need consideration. Although some research effort has been made in this direction, systematic and empirical investigations of institution-specific contexts are scarce. Studies analysing the nature and causes of the 'isolation' that exists between teacher education institutions and practising (demonstration) schools might help in identifying effective ways in which the pedagogic, academic and organisational isolation between the two can be overcome with a view to

improving the quality of teacher preparation.

While research in teacher education is expected to contribute to improvement in educational practices and to enhancing their effectiveness, it is not justified to assume that all research studies in teacher education will have something to contribute towards improvement of educational practice or process. Although research studies in the field of teacher education are large in number, many of them are concerned with just a few variables from areas like psychology and sociology, and are developed in the form of a research problem which is studied on a sampled educational setting involving teachers, students and educational administrators. In the absence of any conceptual framework, the problem under study, the concepts utilised and the relationships sought do not offer any meaningful insights which can lead to improvement in educational practice.

A few research studies have been based on a theoretical framework which is disciplinary in character. These researches have studied educational problems from a particular perspective, making their findings relevant only to the studied aspects. Since they do not cover all aspects of educational practices or process the significance of their findings for improvement of the same has to be viewed with caution. A few research studies in education involving educational interventions have also been conducted in actual field conditions. While the number of such studies is very small, they are closer to conditions that obtain in actual situations in which educational practice or process operates. They do not, however, represent the major trend in educational research.

All researches should be screened for further review and analysis to find what specific insights or guidelines they offer to improve the practice or to understand it for devising interventions. The practice of culling out from a number of studies irrespective of their theoretical perspectives seems a gross misuse of 'empiricism'. Identification of commonality in findings or averaging out findings cannot lead to meaningful contribution. Instead, available studies may have to be examined and utilised differentially. In that sense, most

studies of the first category may not have anything worthwhile to offer. They can at best be considered as preliminary research exercises to train research personnel, though poorly, for future work. This further leads to a general implication for organising postgraduate courses and research in teacher education in a manner in which substantive perspectives in education are clearly focussed and appropriate methodological perspectives identified, discussed and presented to scholars in education as well as to teacher educators.

During the past two decades, criticism of the relevance of teacher education programmes has become more pronounced and there is a strong plea to make them more responsive to the emerging roles of teachers. This trend is in tune with the changed expectation that education has to contribute more directly to the process of societal development. This expectation is reflected in recent developments such as involvement of the community in school education formally through structures like Village Education Committees; involvement of officials at block and district levels from other departments in the administration of educational programmes; participation in school programmes by functionaries of other development departments and agencies with a view to enriching locally relevant curricular components; and several such programmes in which participation of persons other than teachers is elicited. Certain problems of education which are pedagogical and managerial in nature have been transcended due to such developments. By now, the experience of bringing together educational functionaries and officials from other departments is available. Primary education has been looked after by local self-governments along with other development sectors. However, well-articulated conceptualisation of behaviour and functions of teachers, their work vis-a-vis personnel from other institutions in the community and government and non-government agencies is not available. These problems are complex in nature as teachers, who can claim to be professionals in education, have to work with people who may not be proficient in education. Effective ways of dealing with such situations requires proper conceptuatisation which

will help in shaping responsive teacher education programmes.

The increase in the demand for teacher education and its diversification has led to certain features which were neither visualised initially nor approved of. A large number of institutions, many of them not of the requisite standard, have come to be established. The improvements effected in the service conditions of teachers have made teacher education attractive for persons who are looking for an education which will lead to jobs. Several private agencies have established institutions and without grants-in-aid from governments, depend on fees, which include what are termed as development fees. At this stage it is relevant to point out that efforts to provide teacher education began initially on the basis of stipends to entrant teachers. Since a teacher is expected to perform a role that is very significant to society, it was felt that the community should support his training. The Education Commission was of the view that 'tuition fees in all training institutions should be abolished'. This has not happened. The demand for teacher education in the wake of expansion of school facilities and the need to reduce the backlog of untrained teachers has increased, leading to charging of higher fees. Donations/capitation fees have also come to be levied. The possibility of generating resources through these avenues have impelled several private institutions to remain 'unaided'.

Concern about commercial practices has been expressed for several years. The Elementary Education Committee of the National Council for Teacher Education expressed its concern in this regard at its very first meeting held in March 1975. Although this problem has received the attention of several bodies at frequent intervals, commercial practices have grown. Capitation fees have become a menace in some states, the main reason being the limited number of primary teacher education institutions.

Correspondence-cum-contact courses which have initiated teacher education are another instance of commercialisation. The mode gained unprecedented popularity as it seemed to be an 'easier' and less rigorous method of

obtaining a degree. The details of this channel as a mode of curriculum transaction, how it evolved and the emerging issues have been discussed earlier. The relevant point to stress here is that a possibly effective channel has become a source of several undesirable practices. It was initially perceived that correspondence courses would reach out to many simultaneously. B.Ed. programmes have become popular due to their 'utility' to both the organisers and beneficiaries. For some, a teaching job may be more suitable and honourable, and easy to adjust to. With a B.Ed. degree, one can also legitimate private coaching classes. For institutions such courses have great income-generating potential. In fact, it is common knowledge that when university faces a financial crisis, B.Ed. through correspondence is seen as an attractive and easy solution. An unfortunate consequence has been the general scepticism about the distance education mode. Sometimes even the desirability of an open university is questioned. The problem seems to lie in the manner in which the instructional mode has been utilised rather than the mode itself. The usefulness and efficiency of the distance education channel has been established. However, the quality of the instructional programme provided through it has to be safeguarded. There is nothing to suggest that open universities, with their available resources, cannot do this effectively. There is a need to sensitise people to various issues and generate a willingness to cohesively combat the undesirable developments that have taken place.

A few other observations seem in order. The first refers to the basic organisational structure of teacher education: separate institutions are considered necessary for teacher preparation at different levels of education (pre-primary, elementary, secondary) and for specific specialisations (languages, sciences, etc.). Because of this, teacher preparation has remained segregated and characterised by isolation across different levels of training. This might be partly due to reluctance to change the duration of teacher education courses, although it has time and again been stated that the duration of the course is too short either to generate enough competency among prospective teachers or promote a

professional attitude. Although a proposal for creating schools of education and/or comprehensive colleges of education has been mooted, it has not been implemented.

The second deals with the inability of the system to persist with and sustain on a long-term basis innovative ideas and practices. The introduction of integrated content-cum-pedagogic courses is a case in point. Although considered a more effective way of preparing teachers, they were not given a fair trial. Surprisingly, they were discarded on non-academic criteria and considerations. That effective education of teachers—committed to the tasks and imbued with professional attitudes—requires financial and infrastructural investments of an order higher and different than those available in inefficient and ineffective teacher education institutions was not given serious consideration.

The third pertains to the quality of candidates who are attracted to the teaching profession and undergo preparation for it. The issue pertains to the organisational arrangements for teacher education and the broader context of the value that society attaches to teaching. As long as the rewards attached to the teaching profession compare unfavourably with those of other professions, the teaching profession is unlikely to attract creative persons of high intellectual calibre. Consequently, teacher education institutions attract the less talented and those who cannot aspire for professional courses of engineering, medicine, management or even the basic sciences. As long as students in teacher education institutions are academically less qualified, the possibility of upgrading the quality of teacher preparation and making it more rigorous will be remote. The quality of transaction in teacher education depends significantly on the quality of participants—teacher educators and student teachers.

Fourth, it seems that—and this has been pointed out in the analysis—the view of what teacher education should consist of has not been derived from the perspective of what education should do and promote. This seems particularly important at a time when scientific and technological advances and developments in information technology have been substantial and have permeated all facets of individual

and community life. The implications of these advances—which will continue with greater speed for education and therefore for teacher preparation—require to be identified with some rigour. The need is to prepare students for such competencies as meaningful processing of information, for understanding and using of scientific and technological developments, for accepting personal responsibility and accountability for individual and community action, etc.

Lastly, the duration and organisation of teacher education has remained largely unchanged. While for secondary school teachers the duration has remained one year, in the case of elementary school teachers it varies across states. In some the two-year duration has been reduced to one year: Pre-service teacher education is also a single shot affair—a student teacher enters an institution and leaves it after going through various courses and practice lessons. It would be worthwhile to experiment with different modes of pre-service preparation.

PART II

DOCUMENTATION FROM RECOMMENDATIONS OF COMMISSIONS AND COMMITTEES

Introduction

Teacher education has been greatly influenced over the years by developments in the field of education as well as those in the society at large. The major trends within the area of teacher education, their conceptual articulation and the emerging issues have been presented in Part I of this volume. These have been constructed on the basis of the understanding gained through experience as well as a study of evidence from several documents. With changes in the role and expectations of a teacher and school education, the relevance of teacher education has become increasingly pronounced. While this has led to expansion and differentiation of teacher education, several issues and aspects of it have persistently come in for criticism and scrutiny. These have found serious consideration on the part of various academic and advisory bodies which have influenced decision-making in this regard. Among other measures these have included various commissions and committees set up at different points in time, to appraise and recommend suitable courses of action on matters related to education in general, and teacher education in particular. The views and recommendations of various reports represent the major concerns which have provided direction to decision-making on teacher education over time. Apart from the proceedings of several such bodies, the communication among authorities, institutions, governments and practitioners with regard to the implementation of particular decisions would indicate the basis for the decisions taken, i.e. the priority concerns arrived at by them. While pressures and developments in education and teacher education on the one hand, and the socio-economic-political sectors on the other, definitely influenced such decisions, their appropriateness was dependent upon the perceptions and views of the decision-makers.

Further, while official documents represent the directions provided for field-level action, they do not

necessarily report the 'process' aspects of either decision-making or implementation. These can be understood more meaningfully through other records of communication in files, minutes of meetings of various bodies, diaries, official notings and reports on particular events. These records have been documented and made available officially for study and scrutiny in a printed form. A study of these documents with reference to any aspect of teacher education, for that matter any aspect of education, places the processes and decisions on the subject in a temporal context, bringing out the persisting issues which have received attention, the changing emphasis over time and the possible alternatives considered, the stresses and strains perceived on the system and the feasible directions adopted at different times. Needless to state that such an understanding is a must for a researcher or a practitioner alike. It is, however, quite tedious and time consuming to locate all relevant documents for study.

With a view to enabling those interested in gaining an understanding of teacher education in India in a time perspective, relevant excerpts on teacher education from as many as 50 documents have been compiled and presented in what folows as "part II: "Documentation from Recommendations of Commissions and Committees". Moreover, this compilation would substantiate the views presented in Part I of this volume, or, at least provide a documented backdrop for them. It comprises relevant excerpts on teacher education from reports, minutes of meetings, policy pertaining to documents and so on. Documents on education of the pre-independence period are not always available in the original form. Therefore, only those volumes which have reproduced original educational records have been included in Part II. Most of the documents excerpted in this Part have been referred to in Part I.

Some documents have focussed on teacher education as one of the aspects within the broader educational context while others have pertained mainly to teacher education. However, all these documents have a national focus. For each excerpt, details such as chapter number and title as well as page numbers have been given. This will help easy access to

original document for those desirous of understanding the actual context in which statements have been made. Excerpts on teacher education, and related issues have been presented here from selected fifty documents. Some of them have been presented under common titles. For instance, all the eight Five Year Plans have been given under the heading 'Teacher Education in Five Year Plans'. The presentation is mainly chronological, except for excerpts from the Five Year Plans. These are presented at the end because the eight Plans are spread across several years, and all these form one aspect of the planning process. Similarly, records of the pre-Independence period have been presented as the first document, though the actual texts quoted from that volume were brought out during the sixties. A complete list of the documents from which excerpts have been culled out is also presented.

Selections from Educational Records

The two volumes which have been published by the National Archives of India under the above title are a great source for tracing the development of teacher education during early years of its initiation in India and its inception. They are :

i) Selections from Educational Reports Vol. I, 1859–71, reproduced through a publication in 1960; and
ii) Selections from Educational Reports, Vol. I, Part I, 1781–1839, reproduced in 1965.

The first volume reproduces selected documents from three reviews of the state and progress of education in India, originally compiled in 1862, 1867 and 1872 respectively. Of these, the first review covered the period 1859–62 and the second pertained to the period 1865–66, both prepared by A.M. Monteath, Under Secretary to the Government of India in the Home Department; the third review was compiled for the year 1870–71 by A.P. Howell, the next incumbent in the Home Department. The National Archives brought this out in 1960 with a foreword by Prem Kirpal, Educational Adviser to the Government of India.

The second volume pertained to the documents from an earlier period, viz. 1781–1839. This reproduction pertains to one of the two volumes brought out by the National Archives of India in 1965. As the Director of National Archives of India records in the foreword, the volume is a reproduction of a compilation made and edited by Henry Sharp in 1920. This original publication was brought out under the scheme of the Bureau of Education of the Government of India in 1917 when it "took upon itself the task of making available to the scholarly public select documents on educational developments in modern India." (K.D. Bhargava, 1965). The National Archives of India reproduced these as they had gone out of print.

The relevance of producing the two publications is that such documents are significant in providing an understanding of the events that shaped educational

development in India. Such documents usually contain two types of information, viz.

i) the decisions taken, actions initiated, events that occurred and their impacts as recorded by contemporaries;
ii) information as to what transpired 'before' decisions were taken how interactions took place at different official levels, and similar 'process' aspects.

Details from the former across time provide a context for the sequence of events. Details from the latter provide documented evidence in the form of information files in different offices, including letters, minutes of meetings, official notings on files and so on. All such records and documents gain in significance with the passing of time as they remain the main source for reconstructing the process of educational development in the past. Volumes referred to above contain evidence of both kinds.

These two volumes have been listed here under one title "Selections from Educational Records" and perhaps, stand out distinctly among the documents included in Part –II. For, neither are they excerpted nor are they abstracted. Both the tasks would have reduced the value of the records and unnecessarily made Part–II too voluminous. At the same time, it is put on record for anyone who seeks to know the source from where the information about teacher education during the pre-Independence period was derived.

University Education Commission 1948–49

The University Education Commission was appointed by the Ministry of Education under the Chairmanship of Dr S. Radhakrishnan in 1948. It was expected to make recommendations on aims of university education, university teaching staff, courses of study, standard of teaching, post graduate training and research and other aspects of university education.

Major Recommendations: Standards of Teaching

Our high school and intermediate standards are undoubtedly low, and in order to improve them we should not only exact a higher standard in these examinations but also considerably improve our teaching. We can not raise examination standards unless we improve the quality of teaching first.

The school teachers are so ill paid that generally only those graduates who fail to enter any other profession take to teaching as a last resort. Very few school teachers have a call for or take pride in their profession. Secondary education can only improve if a large number of first rate graduates become school masters. While university standards cannot improve unless the quality of teaching in schools and intermediate colleges improves, it is for the universities to provide a continuous supply of highly trained and efficient teachers for these institutions.

In India the average standard of scholarship among school teachers is so low that they seldom qualify to become university teachers. If we are to raise the overall standard of attainment of our school teachers, there is no reason why there should not be a larger percentage of teachers from our schools selected for teaching in our college and universities. The real need is to be able to offer salaries and prospects which will attract persons of first class ability for our schools.

Refresher courses for high school and intermediate college teachers

An urgent reform is the institution of vacation refresher course for high school and intermediate college teachers. At present neither students nor teachers utilize their vacation. For most of them vacation is a period of want of occupation. Most of our school teachers do not keep intellectually alive, and there is little inducement for them to do so. In India teachers' association, where ever they exist, are mainly concerned with questions of salaries, promotions etc. of teachers and are not essentially professional societies concerned with the intellectual and professional improvement

of their members. They seldom arrange for lectures, exhibition, visits, excursions etc.

Secondary Education Commission 1952–53

The Secondary Education Commission was appointed by the Government of India on 23rd September 1952 under the Chairmanship of Dr A Lakshmanaswami Mudaliar, Vice-Chancellor, Madras University to examine the prevailing system of secondary education in the country and to suggest measures for its reorganisation and improvement with reference to the aims, organization and content of secondary education, its relationship to primary and higher education and the interrelation of secondary schools of different types.

Major Recommendations: Teacher Training

There should be only two types of institutions for teacher-training :

i) For those who have taken the School Leaving Certificate or Higher Secondary School Leaving Certificate, the period of training should be two years; and
ii) For graduates for whom the training may for the present be of one academic year, but extended as a long term programme to two academic years.

Graduate teacher-training institutions should be recognised by and affiliated to universities which should grant the degree, while the secondary grade training institutions should be under the control of a separate Board appointed for the purpose.

Teacher-trainees should receive training in one or more of various extra-curricular activities.

Training colleges should, as a normal part of their work, arrange refresher courses, short intensive courses in

special subjects, practical training in workshops and professional conferences.

Training college should conduct research work in various important aspects of pedagogy and for this purpose it should have under its control an experimental or demonstration school.

No fees should be charged in training colleges, while during the period of training all student-teachers should be given suitable stipends by the State; the teachers who are already in service should be given the same salary which they were getting.

All training colleges should provide adequate residential facilities so as to be able to arrange community life and other suitable activities for the trainees.

For the Master's Degree in Education only trained graduates who have normally done a minimum of three years teaching should be admitted.

There should be a free exchange between Professors in Training Colleges, selected Headmasters of Schools and Inspecting Officers.

In order to meet the shortage of women teachers, special part-time training courses should be provided.

Committee on Higher Education for Rural Areas: Rural Institutions 1954

The Committee on Higher Education for Rural areas: Rural Institutions 1954, was appointed by Government of India under the Chairmanship of Shri K.L. Shrimali to undertake a comprehensive survey of experiments in the field of higher education in rural areas as to determine specific projects and Institutions to carry on experimental work in this field and to recommend a possible pattern for rural universities with reference to aims, content of higher education and its relationship to basic and secondary education.

Major Recommendations

The three year diploma courses and as well as the two and one year certificate courses should be open to candidates who have completed higher secondary or Post-basic education.

The teaching diploma course should be of two kinds one for graduates and the other for those who have completed higher secondary or post-basic course, and also for those who have completed the one or two years certificate course.

National Committee on Women's Education 1958

The National Committee On Women's Education (1958) was appointed by the Government of India under the Chairmanship of Shrimati Durga Bai Deshmukh on 19th May 1958 to suggest special measures to make up the gap in women's education at primary and secondary levels and to examine the problem of wastage of girls at primary level, problems of adult women who have inadequate education and need confirmation education, and the possibility and methods of encouraging a larger number of women to go into vocational trades by providing suitable vocational training as a part of formal education or through special courses designed for adult education.

Major Recommendations : Training and employment of women teachers

State Governments should be requested to take vigorous measures to increase the output of women teachers and to employ them in increasing numbers so that the existing proportion of women teachers is substantially raised in the near future.

Immediate steps should be taken to set up additional training institutions for women teachers in all such areas of the country where a shortage exists at present.

The average training institution for women should be of a fairly small size and an attempt should be made to start at least one such training institution for women primary school teachers in every district.

Training schools for primary school teachers and girls' secondary schools should be developed together as a combined institution wherever possible and especially in rural areas.

A determined effort should be made to locate training institutions for women primary school teachers in rural areas.

It will be desirable to exempt all women trainees in training institutions, for primary school teachers from payment of tuition fees.

In respect of secondary school teachers, however, all women trainees whose guardians have an income below a specific level should be exempted from the payment of tuition fees.

A sufficient number of scholarships should be instituted in all training institutions so that all women trainees in need may receive adequate financial assistance to cover their expenses, other than tuition fees while under training.

Suitable pupils, particularly from rural areas, who wish to become teachers may be picked up during the last two years of their middle or secondary school course and given free secondary education and even special scholarships, if they are prepared to work in rural areas.

In selecting women candidates for training, special consideration may be given to:

(a) the background of candidates.
(b) adult women, particularly widows and others who may have to maintain themselves; and
(c) Gram-Sevikas who might be released from social welfare projects.

Government should take immediate steps for provision of hostels in all training establishments. Rented accommodation may be provided as a transitional measure.

Voluntary organisations conducting training institutions for women should be assisted for construction of hostels

either by a grant-in-aid, or a loan which would cover the total cost and be interest-free, if possible.

Steps on the lines indicated above for hostels should also be adopted in so far as the provision of staff quarters for training institutions is concerned.

Although residence in hostels should ordinarily be compulsory for trainees, women, who have unavoidable responsibilities at home, may be exempted.

In training institutions for women teachers, arrangements should be made for creches for the care of the children of trainees, whenever necessary.

Adequate provision for instruction in fine arts and home crafts should be made in training institutions for women teachers.

Preparatory classes, for training of adult women with inadequate educational qualifications through condensed courses should be attached to all training institutions for women teachers.

Coaching classes should be organised for women who have obtained less than the required percentage of marks in some subjects. Their progress should be examined after coaching and if found satisfactory, they should be admitted to regular training institutions.

Part-time courses for preparation of women teachers should be organised, wherever possible.

Every training institution for women teachers should set up a placement centre which would assist its trainees in securing employment. Arrangements should also be made under which a placement centre would give a grant or a loan to a trainee to enable her to attend an interview.

Demand and supply lists of women teachers should be maintained by all Education Departments and coordinated by the Ministry of Education.

Part-time employment of women teachers should be encouraged as largely as possible in order to enable women to manage their responsibilities at home as well as to do some teaching work.

The practice, followed in some areas, of discharging untrained teachers at vacation time should be abandoned

generally in the case of all teachers. If that is not possible, it should be abandoned in respect of women teachers at least.

Provision should be made for giving compulsory training in local dialect to all such teachers as an integral part of their professional education.

Review Committee on Education 1960

The Review Committee on Education was appointed by the University Grants Commission under the Chairmanship of Prof. N.K. Sidhanta (died) and then Prof. K.G. Saiyidain took over as Chairman. The Committee was appointed in September 1960, to examine the standards of teaching and research in the Departments of Education in Indian universities and to make recommendations in regard to the manner in which adequate standards could be maintained by them.

Major Recommendations: Post Graduate Studies in Education

The M.Ed. course should have the following broad objectives:

(a) To produce competent teachers for training colleges;
(b) To train personnel for undertaking higher studies and research in problems of education;
(c) To train educational administrators;
(d) To train persons for educational and vocational guidance of the youth; and
(e) To produce competent educational workers with a thorough understanding of the role of planning and education in national development.

The content of the M.Ed. course should lead to at least one specialization and to a fair acquaintance with the methodology of educational research, besides promoting a desirable intellectual discipline. The curriculum suggested is given in the body of the report.

For admission to M.Ed. course, the candidate should generally have a good B.A./B.Sc. degree, preferably a good second class M.A./M.Sc. degree and a first or second class B.Ed. degree in both theory and practice. Direct admission to a two-year integrated course leading to the M.Ed. degree after at least a second class Bachelor's or Master's degree would be another way of attracting better and more promising candidates for the profession.

It would also be helpful if the M.Ed. degree is prescribed as a necessary qualification for certain posts like those of headmasters, district education officers and other supervisory personnel.

Incentives in the form of loans and scholarships should be available to meritorious students.

Under our present set-up, it is neither possible nor feasible to have an entirely independent staff for the B.Ed. and M.Ed. classes in the same college or university department. It is, therefore, desirable to ensure that teachers who teach M.Ed. classes are not normally over-burdened with supervision of practice teaching of B.Ed. students.

Teaching at the M.Ed. level should be supplemented by tutorials and seminars.

In most universities M.Ed. course is at present a full-time course of one year duration. An extension of the course would not be immediately feasible in view of financial and other difficulties. One solution of great promise is the introduction of integrated B.Ed. and M.Ed. courses. The details and modus operandi of such a course will have to be worked out.

Dissertation as part of the M.Ed. programme serves a useful purpose but at present it usually does not come up to a desirable standard. It would be worthwhile to consider the possibility of undertaking group projects in which individuals contribute their part of study and research. Another possible alternative to dissertation could be the writing of good text-books. Preparation of measuring tools and tests in school subjects would also be a good substitute.

The practice of placing successful candidates in three classes may be abolished for the M.Ed. examination. Instead,

universities may give pass and distinction marks, pass marks at 45 per cent and distinction at 65 per cent. At least 20 per cent of the total marks for M.Ed. course should be marked for sessional work which should be assessed by committees consisting of faculty members. It should be possible to find ways and means of checking objectivity, reliability and validity of internal marks. The viva voce should be a necessary part of the post graduate examination and could also serve as a useful check on the reliability of internal assessment.

Research in Education

No candidate should be admitted to a research course in Education unless he has shown sufficient evidence of his capacity for independent thinking and critical examination of theories and facts. A doctoral committee consisting of reputed scholars in the field of the candidate's proposed research should examine the candidate with regard to his general ability to pursue research on the topic selected by him. It would also be desirable to insist on one or two years professional experience on the part of candidates before they are enrolled for research. Candidate should be allowed to apply for a research degree only in a department or place where adequate library facilities and qualified supervisors are available.

No person should be appointed as a supervisor unless he himself possesses a doctoral degree or has published recognized research work to his credit or is an eminent scholar in his field.

While fundamental research in Education should be encouraged as far as possible, it would be advisable for a large majority of candidates to take up practical problems facing the country that need urgent solution.

Sufficient attention will have to be given to the preparation of suitable instrument of research.

Suitable incentives in the form of fellowships and scholarships should be available to Departments of Education in order to attract talented students to careers of research and fellowships. It will be necessary to build up sound traditions of research in Education and also to educate the consumers of

research, viz, school teachers, principals, educational administrators, etc. They should be guided by the findings of research in their day-to-day work.

In general, there should be three examiners to evaluate a doctoral dissertation. The examiners should be scholars of repute. If qualified persons are not available in the country, specialists could be invited from abroad to act as examiners. Every candidate must be examined by means of viva voce test. The candidate should be considered for the award of a doctoral degree only when the examiners recommend him unanimously.

It would be desirable to work out some criteria for the general guidance of examiners to achieve a high degree of objectivity in the evaluation of performance of candidates.

Staff and Facilities

Teachers of post graduate departments of education should have a sound academic background, some professional experience and adequate competence to guide and carry out research. Minimum qualifications for a post graduate teacher in education should be as under:-

Lecturer

(i) At least a second class Masters degree in Education besides at least a second class Master's degree in any other subject.

(ii) Three years experience of teaching and/or administration and/or research.

Reader

(i) At least a second class Master's degree in Education besides at least a second class Master's degree in any other subject.

(ii) Five years' experience of teaching and/or administration and research (research would connote a research degree in education or published work of recognized merit.)

Professor

(i) At least a second class Master's degree in Education besides at least a second class Master's degree in any other subject.

(ii) Ten years experience of teaching, research and/or administration. The condition regarding experience may be relaxed in the case of a first class candidate who has published research work to his credit.

The teaching workload of a post-graduate lecturer in Education should not exceed 15 periods a week. The work of professors and readers should be distributed judiciously over teaching, research and guidance of research.

The number of senior posts in a Department of Education should be about one-third of the total strength of the teaching staff.

The training colleges should endeavor to enrich secondary schools by offering them help and guidance in their work and also, if possible, by associating their teachers in some of the college activities. Well qualified teachers of B.Ed. classes should also be encouraged to take up one or two papers in their fields of specialisation at the M.Ed. level.

In all post-graduate institutions research colloquium should be arranged at suitable intervals in which the M.Ed. and Ph.D. students may be required to present their research problems with design and methods of study. It would be desirable to invite specialists from outside and from other departments to participate in discussions.

Regional seminars and workshops may be organised by teacher training colleges or Departments of Education on current problems of education and other professional problems. It may be possible for the University Grants Commission to provide the necessary financial assistance for the purpose.

An attempt may be made by unitary universities to institute a system of inter-departmental teaching in some subjects.

Students should be exposed to the influence of books and guided to cultivate sound reading habits. A college/

department which offers post-graduate course in education should provide for its library at least Rs. 50,000 phased suitably over a period of 5 years, and Rs. 5,000 annually.

The standard of accommodation of 5,000 to 7,000 sq. ft. laid down by the University Grants Commission for a post-graduate department should be adopted by post graduate teachers colleges / Departments of Education.

Part-time evening courses leading to M.Ed. degree may be arranged wherever possible, especially for in-service teachers, to enable them to improve their professional qualifications. It is, however, necessary to ensure that this provision does not result in further deterioration of standards.

In order to attract better students to post-graduate studies in education, the Ministry of Education and the Planning Commission may consider providing suitable loans and scholarships to deserving candidates for studies at the M.Ed. level.

Committee on Emotional Integration 1961

The Committee on Emotional Integration was set up by the Government of India, under the Chairmanship of Dr Sampurananand on 16th May, 1961, to study the role of educational programmes for youth in general and students in schools and colleges in particular to strengthen the process of emotional integration.

Major Recommendations

Prospects of higher promotion for teachers and the triple benefit scheme of insurance, provident fund and pension for them should be provided by all States.

Teachers should not be asked to apply for the Annual National Awards. The selection should be made by authorities concerned based on record of work.

There is need to improve curriculum of teacher-training institution.

A clear-cut programme for teacher training which will promote a national outlook, sense of citizenship and unity should be drawn up after evaluating present practices.

Teacher training programmes should be enriched by introducing compulsory courses in groups dynamics and culture. Anthropology and by making specialisation in any one subject of the higher secondary school also compulsory.

Excursions, inter-school visits, community work and cultural activities should form part of a carefully planned training given to pupil-teachers.

Geography should receive more attention in teacher training programmes.

Every geography student in training college should have basic training in the use of audio-visual material and a thorough training in the use of geographical maps.

Research scholarships in economic and human geography should be made available for study at selected institutions of higher education.

The State Governments should depute their curriculum experts to work in mutual consultation and draw up a suitable curriculum for all training institutions keeping the national objectives in view.

The duration of teacher training courses should not be less than two years at any level.

For staffing training colleges, teachers of proved competence should be selected and given higher professional education in institutes of education or universities. Universities and institutes of education should provide special professional education for this purpose.

The minimum age for admission to training school should be 16.

The minimum qualification for male recruits should be a pass in class X. For the time being, the condition may be relaxed for women teachers.

Teachers should be given in-service training at least once in five years to enable them to keep in touch with new trends of development in the fields of education and teaching techniques.

A handbook of suggestions should be produced by the

Union Government for use in training institutions.

Similar handbooks of suggestions should be prepared for the use of teachers in primary and secondary schools with special reference to social studies and languages.

These handbooks should give a brief outline of current problems and suggest a number of practical programmes for teachers to work out as part of curricular and co-curricular activities which help to foster the feeling of Indianness.

A panel of names from the teaching profession should be drawn up from which the most competent should be commissioned to write these handbooks.

Study Team for Selected Educational Schemes 1861

The Study Team was appointed by the Planning Commission in 1961 under the Chairmanship of Shri B.N. Jha in 1961.

Major Recommendations: Objectives of Teacher Education and Trends of Development

Since modern education aims at the education of the whole person, every teacher should have a deep knowledge and understanding of children and skill in applying that knowledge and understanding.

Overwhelming majority of men and women can only become good teachers if training programme is built on a sound foundation of theoretical knowledge and supervised practice.

The problem is to examine whether required number of teachers during the Plans is being properly trained in institutions established for the purpose, keeping in view both economy in training programmes and efficiency among men and women trained.

The following objectives need to be included in a programme of teacher training:

(1) To enable the trainees to require the skills and techniques needed to teach young children with the help of modern knowledge of child psychology and methods of teaching;
(ii) To inculcate in the educands the ideals of accepted behaviour patterns of the society in which they live and whose purpose they serve; and
(iii) To develop in the teacher trainee certain attitudes, values and interests in conformity with the ideals of democracy and our developing economy.

The following are the recent trends in teacher training programme:

(i) Entrance qualifications for primary school teachers is being raised to a pass in matriculation or equivalent;
(ii) Training schools have increased to 1,358 and training colleges to 216 in 1960-61;
(iii) More women students are seeking admission to training institutions;
(iv) Financial allocation for teacher education is not being proportionately increased through plans;
(v) The question of teacher' salaries cannot be dissociated from the question of training programmes;
(vi) Separation between elementary and secondary teacher education has led to a lack of participation of professional persons in teacher education.

Some Aspects of Teacher Training

We recommend that universities should take interest in the appointment of staff to training colleges. To staff training schools, teachers drawn from secondary schools are not suitable and, therefore, they should go through an orientation course of at least two three months to make themselves familiar with the problems of primary schools.

Scales of pay of teachers in training colleges should be same as recommended by the University Grants Commission for teachers in colleges of arts and science.

We recommend that State Governments may consider

giving teachers of secondary schools appointed to training schools either a special allowance for working as Lecturers in training schools or some other incentive.

The entire question of staff, salaries, conditions of service will need to be examined by different State Governments in relation to other salaries for similar type of work.

In a majority of teacher training institutions the problem of selection does not appear to be a serious one.

We found that while in some training institutions there was shortage of candidates and the in-take capacity was not fully utilised, in others there was a much larger number of applicants than the capacity.

Certain selection methods are commonly used in institutions where selection from among the applicants is necessary.

Departmental candidates are selected by Directors of Education of Government Institutions and the number of deputed teachers form a considerable majority as compared to freshers, for whom there is selection.

There is an urgent need for evolving a suitable and objective set of measures of assessment for selection of trainees. Minimum standards have to be established for admission to training institutions whether the number of applicants is more than the capacity or less.

For teachers with set habits, above the age of 35 or with an experience of more than seven years of teaching, other methods of training including in in-service training programmes should be employed.

In selecting candidates, the following criteria, with suitable modifications, may be found helpful:

(i) Past achievements and academic record of the candidates
(ii) Results obtained by candidates in aptitude test; and
(iii) Interview by a selection committee.

There is a wide gap between what the training institutions produce and what is required of them in a school.

In courses of studies prescribed, quite a lot of dead wood appears to have been collected and needs to be cleared through a new approach.

We would recommend about 30 lessons, i.e. 15 each in two school subjects as the optimum for the purpose of practice teaching.

The practical training should also include attendance at demonstration lessons given by masters of methods and other understanding teachers, observation of lessons, delivering criticism lessons, working on educational projects, preparation of teaching aids, etc.

All practice teaching lessons should be planned under guidance, given under supervision and discussed later by the supervisor.

A moderate and balanced contribution can be struck (in examination of the trainees) by placing proper weightage on assessment and checking up by external examiners in a greater proportion. An informal interview of a few minutes for trainees by internal and external examiners can also be very useful, in having a proper and balanced estimate of a trainee's capabilities.

Details of any proper evaluation and weightage in marks and also in the system of examination in practice teaching should, in our opinion require a review by academic bodies.

We feel that different types of experiments in training programmes have to be encouraged and we commend the Kurukshetra experiment and the experiment of the four Regional Colleges being established by the Ministry of Education under the National Council of Educational Research and Training.

We notice that institutions with higher enrolment reduce the cost per capita without endangering the examination results or efficiency of training.

Large-sized institutions are found in some of the advanced countries and we have examined the advantages of such institutions which showed that an academic atmosphere could be established in the campus of such an institution without difficulty. A small training school or college may be

educationally ineffective and costly. McNair Report says, "We doubt whether a college of much less than 200 is capable of being staffed, equipped and organised, both efficiently and economically".

Standardised cost pattern for recurring and nonrecurring expenditure in the case of training schools or training colleges has to be evolved.

It is recommended that an estimate of financial provision for different types of training programmes, including those of correspondence courses, evening and vacation courses should be made by an experts committee which should take into a account suggestions made by the Association of Training College of India.

Lack of hand books leads students to a state of despair and they depend on teachers who employ the method of dictation of notes which they themselves will discard as a method of teaching.

The publication of suitable text-books in Indian languages has to be undertaken on a national scale.

In training schools the use of modern teaching aids has to be encouraged.

Facilities of workshops and those for craft training have to be provided in a much greater measure in the training institutions.

Recommendations made by the Working Group of the All India Association of Training Colleges in regard to provision of library facilities should be considered.

Certain training schools and training colleges are attached to high schools of arts and science colleges. We suggest that this arrangement might continue provided staff requirements are properly met and other physical facilities are made available.

In the case of postgraduate studies and research in education, we have noted disturbing variation and constant deterioration in the practices relating to admission, choice of courses of study and also in the quality of research work required of students.

Teacher education at postgraduate and research level did not always attract the type of students who had either

facilities or the capacity to deal with research problems in education.

The best minds should be induced to take up research in education and this could be achieved by taking not only those who have done the B.Ed. Degree at the graduate level but also others who have done either a good degree in humanities or science. For the latter, a course of slightly longer duration may be desirable.

Extension centres and units in training programmes have given a new lead in teacher education and they will soon cover a very large number of secondary schools in the country.

Extension programme is proposed to be introduced through training schools in elementary schools. The experiment will be watched with interest.

Problems of Teacher Education

Dimensions of the problem of teacher training, in terms of numbers is formidable, as it includes training of additional teachers required for expansion of school educational facilities, the backlog of untrained teachers and replacement.

Advancement in training of teachers has proceeded in India, as in other countries, on many fronts without coordination and without any overall or commonly accepted plan. Progress had to be made wherever and whatever it could be made with whatever adjustments in programme or practice were made necessary by the demands of specific local or institutional situations.

A uniform standardisation of programme would appear to be necessary.

A balance between liberal and pedagogical elements has to be established and specific needs in training have to be identified.

We recommended that if any untrained teacher is appointed to a teaching post, he should be given the scale of pay of the post prescribed for a trained teacher. After he gets training qualifications, he should be granted two increments in the scale. This would also mean that a trained teacher, if freshly appointed, has to be started with two advance increments in the scale.

Study Group on the Training of Elementary Teachers in India 1961

The Study Group on the Training of Elementary Teachers in India was appointed by the Government of India on behalf of All India Council for Elementary Education, under the Chairmanship of Shri Raja Roy Singh on 31 October 1961. The Group was appointed for preparing a programme for the improvement of teacher training at the primary stage.

Major Recommendations : Significance of the Programme

No other single factor can make such a vital difference for the better, as a proper system of teacher education and a "break-through" here is urgently necessary. It does not really involve any 'additional' expenditure; all that it implies is the incurring of an expenditure, which will ultimately have to be incurred under any circumstances, but which would lead to great improvement in quality, if incurred in the near future, This programme should, therefore, receive high priority in the remaining period of the Third Plan as well as in the Fourth Plan.

Clearing the Backlog of Untrained Teachers

By the end of the Third Plan, there would be a backlog of about 4,00,000 untrained teachers in primary and middle schools, Special measures should be devised for training these teachers. We recommend the following:

(i) A substantial number of these untrained teachers would be above 35 years of age and would have put in a service of 10-15 years. Little useful purpose is likely to be served by sending them for a regular course of pre-service training. Their training should be undertaken through short-term in-service course.

(ii) For teachers below the age of 35, who have put in five to ten years of service, pre-service training course would be of one year.

(iii) Full-term training courses would be required for those untrained teachers who have put in less than five years of service and are below 35 years of age. The number of additional training places would have to take account of these untrained teachers.

Correspondence courses are particularly suited for clearing this backlog of untrained teachers. They would not take away the teachers from their schools for any length of time; and teachers in categories of pre-service training and in-service training may be trained effectively through correspondence, supplemented by some short-term courses, mainly for practical work. A committee of experts should be appointed to work out details of correspondence courses in collaboration with the National Institute of Education and a pilot project should be started in each State to try out this method. It may be expanded suitably in the light of practical experience.

Expansion of Training Facilities

A large expansion of training facilities is necessary and steps to secure this should be taken immediately. In estimating the requirement of additional places in training institutions for elementary school teachers, a pupil-teacher ratio of 45 may be adopted. This would mean a pupil-teacher ratio of about 50 in classes I-V and of about 40 in classes VI-VIII. The target of enrolment to be reached by 1975-76 should be 100 percent in the age-group 6 to 14 in all areas where an enrolment of 60 per cent or above has been reached by the end of the Third Five-Year Plan. In the remaining areas, the target of enrolment should be 100 percent in the age-group 6 to 11 and 75 per cent in the age-group 11-14.

The minimum size of a training institution should be 160, preferably 200. This would secure efficiency as well as economy.

Facilities for teacher training should be so expanded that the annual output of training institutions would match the annual requirement of additional teachers. The programme for each State and Union Territory should be so

drawn up that this goal would be reached by 1967-68, the first year of the Fourth Plan, and steps towards it should be taken from now.

Appointment of Study Groups

Each State/Union Territory Administration should immediately set up a study group to:

(a) Work out detailed estimates of additional enrolment in elementary schools up to 1975 and additional teachers required annually;
(b) Assess the size of existing backlog of untrained teachers and prepare a detailed scheme for clearing it;
(c) Examine the possibilities of expanding the capacity of existing institutions;
(d) Determine additional training places which need to be created so that, by 1967-68, the output on the basis of a two year course should match the annual requirements (estimates to be worked out separately for primary and middle schools);
(e) Assess the requirement of teachers of special categories, e.g., women teachers, teachers for remote areas, teachers for tribal areas etc; and
(f) Work out estimate of the cost and the phasing of the whole programme.

The study groups should start functioning immediately and complete their work by March, 1963. Plans prepared by the study groups should be combined for developing an overall plan of teacher education for the country.

Location and Planning of Training Institutions

The location and planning of training institutions should be done with care. The following general principles are suggested in this regard:

(a) A district should be taken as the unit of planning and each district should be provided with as many training institutions as are required to meet the demand of

elementary school teachers within its area;

(b) Since 80 percent of the population is rural, about four-fifths of training institutions should be located in rural areas;

(c) As training institutions need practising schools of a fair size, an ideal location for a training institution would be a township with a population between 5,000 and 15,000. This will provide necessary facilities of a practising school on the desired scale without / detracting from the rural character of the location

(d) Institutions should be so located that they would be easily accessible from all parts of the district. There is a proposal that each training institution should provide extension services to primary and middle schools within its neighbourhood. The location of training institution should, therefore, be so planned that it should be possible to cover most of the primary and middle schools in the district with these services.

Cost of the Programme

Each State and Union Territory should prepare a blueprint of an elementary training institution of the optimum size and work out details of its total cost, both capital and recurring. It should also prepare a detailed estimate of the capital and recurring costs involved in raising existing training institutions to the desired level in size and efficiency as well as for the establishment of new institutions.

Duration of Training Course

The duration of training course for elementary school teachers should be two years for all teachers who have completed secondary school, or the higher secondary or even the intermediate course. For those who have not completed secondary school, the duration of training course should be three years which should be divided into two periods a continuous pre-service training programme of two years followed by an in-service training programme of one year.

Revision of Syllabi

The existing syllabi of training institutions for elementary school teachers need considerable revision. The programme can be helped if a model syllabus can be evolved to serve as the general framework within which such adaptation as may be required to suit conditions of different States may be made. This work should be undertaken by the National Institute of Education in collaboration with representatives of the State Governments and selected principals of training institutions.

Training of Teacher Educators

Special in-service training courses should be organised for teacher educators. It will be desirable that universities provide specialised courses at the M.Ed. level to prepare teacher educators for training institutions. It would also be a distinct advantage if persons taking such specialised courses become familiar with methods of infants teaching.

Improving Physical Conditions in Training Institutions

A blueprint of the minimum essential needs of a training institution for elementary school teachers should be prepared and immediate steps should be taken, during the Third Five Year Plan itself, to improve the physical conditions in training institutions such as buildings for classrooms, hostels, staff quarters, laboratories, land for the farm and teaching equipment. The study groups proposed to be set up in States and Union Territories should examine the existing position in this respect and prepare development programmes with estimates of cost.

In-Service Teacher Education

In-service teacher education is of the highest importance and a beginning should be made in the Third Five Year Plan itself for developing a nation-wide network of in-service training programmes. The ultimate objective should be to give, to every elementary school teacher, in-service

training of not less than two months' duration in every five years of service.

In-service training programmes have to be institutionalised; an adequate provision for this purpose should be made, either in existing institutions, or in special institutions created for the purpose. In-service training programmes should also be organised for headmasters and members of inspecting staff.

Extension Services

The scheme of the National Council of Educational Research and Training for establishment of extension service centres in training institutions for elementary school teachers is welcome. The number of such centres should be increased to 240 at least by the end of the Third Plan and 50 percent of training institutions should be covered by the end of the Fourth Plan.

State Institutions of Elementary Education

State Institutions of Elementary Education to be established as early as possible should be charged with the following functions :

(i) To provide in-service training to teachers, teacher educators and the inspecting staff connected with elementary education ;
(ii) To undertake studies and investigation in all problems of education and to undertake research in methods of teaching and curriculum in elementary schools;
(iii) To prepare instructional materials and teaching aids for the use and guidance of teachers;
(iv) To carry out periodic evaluative studies of the programmes of training institutions, extension activities and the progress of elementary education in general and of basic education in particular.

Incentives and Facilities for Further Self-Education

Adequate incentives and facilities for further education should be provided to elementary school teachers. For this purpose :

(i) The conditions governing grant of study leave should be liberalised;
(ii) Advance increments or higher scales of pay should be given to teachers who acquire higher academic or professional qualifications;
(iii) The possibilities inherent in correspondence courses should be examined with a view to providing to elementary school teachers opportunities for acquiring higher professional qualifications. A beginning in this direction can be made through the State Institutes of Elementary Education;
(iv) Teachers who acquire higher qualifications should be eligible for promotion to the inspecting cadre and to training institutions.

Production of Education Literature in Indian Languages

Non-availability of adequate educational literature in Indian languages is one of the main handicaps of the elementary teacher in India. Steps will, therefore, have to be taken to produce this literature in all the Indian languages. The primary responsibility for this programme should be on the National Council of Educational Research and Training and the State Institutes of Elementary Education. Organisations of teachers have a particularly important role to play in this sector and should be encouraged in all possible ways to assume a share of this responsibility.

Comprehensive Organisation for Teacher Education

The programme for the reform of teacher education cannot be implemented effectively through ad hoc measures; it must be supported by an adequate organisation. We are firmly of the conviction that a time has come to create a permanent organisation at all levels which would be charged with the responsibility for improving teacher education and which should be giving continuous thought to its problems.

State Councils of Teacher Education

In every State, there should be a State Council of Teacher Education consisting of the Director of Education, representatives of the university departments of education, representatives of training colleges for secondary school teachers, representative of the principals and teachers of training institutions for pre-primary and elementary school teachers and non-official educationists. The Council will deal with teacher education at all levels, pre-primary to secondary, and have the following functions :

(i) To prepare programmes for the development of teacher education and supervise their implementation;
(ii) To set standards for teacher education;
(iii) To confer recognition on institutions which fulfil requirements prescribed by the Council;
(iv) To prepare curriculum and syllabuses according to which training programmes, both pre-service and in-service, should be carried out;
(v) To conduct examinations and award Certificates and Diplomas;
(vi) To arrange for the inspection and supervision of training institutions recognised by it;
(vii) To co-ordinate training programme and collaborate with other agencies in the State and outside in the furtherance of its objectives.

Special Officer for Training Institutions

Every State should have a Special Officer (or any other suitable administrative machinery) whose whole-time responsibility would be for programmes of training institutions. Annual inspection of training institutions should be carried out by panels of experts.

Department of Teacher Education in the National Institute of Education

The decision to establish a Department of Teacher Education in the National Institute of Education is welcome. The Department should have the following functions :

(i) To act as a clearing house of ideas and information;
(ii) To provide advanced level training courses in teacher education;
(iii) To conduct research in various aspects of teacher education;
(iv) To prepare instructional literature in Hindi and other regional languages for the use of training institutions, and
(v) To provide consultative services to the States.

Financial Implications

The total cost of a programme of teacher education, both pre-service and in-service, would be of the order of Rs.112 crores spread over a period of 10 years. This would be about five per cent of the total direct expenditure on elementary education.

A beginning should be made for implementing this programme by providing a sum of Rs.20 crores in the Third Five Year Plan. A sum of about Rs.60 crores would be needed in the Forth Five Year Plan for this programme.

Committee on Education as an Elective Subject at the Undergraduate Stage 1963

The Committee on Education as an Elective Subject at the Undergraduate Stage was appointed by the University Grants Commission under the Chairmanship of Prof. A.R.Wadia in December 1963.

Major Recommendations

The study of 'Education' as an elective subject at the undergraduate level may not be treated as an adequate preparation for teaching in high/higher secondary schools. It will be neither possible nor desirable to include a teacher training progrmme in undergraduate studies.

The study of 'Education' as an elective subject may however, serve the following four purposes.

1. It may be a good independent and academic discipline which could promote cultural and liberal educational values;
2. It might get some students interested in teaching as a career. The course in 'Education' ought to promote imaginative consideration of various general principles underlying a teacher's career;
3. It would be a useful subject for women candidates who intend to take up social work and home economics or who terminate their studies at the undergraduate stage;
4. 'Education' as an elective subject at the undergraduate level could also be introduced for those candidates who intend to take up a two year masters' degree course in 'Education', wherever it is available.

Objects of teaching' education' as an optional subject at the undergraduate level should be clearly identified.

Reading and reference material, produced on a co-operative basis by experts in various disciplines, should be provided to students. If necessary, University Grants Commission may provide assistance in this regard to one or two universities selected for this purpose.

Study Group on the Study of English in India 1964

The Study Group on the Study of English at the school stage was appointed by the Government of India, under the Chairmanship of Prof. V.R. Gokak in 1964. The Group was appointed to study the position of English in school education as it would be when English would cease to be the medium of instruction at the university stage and would be replaced by Hindi or other modern Indian language, the extent of knowledge of English which a student should have at the end of the

secondary stage and at the university stage and the reorientation of course in the teaching of English at school stage.

Major Recommendations :
Training programme for Teachers of English

A programme should be worked out for each State, on the basis of the qualifications prescribed, the number of teachers required for each stage and the number of training schools and training colleges and teacher-educators required. The programme should be so scheduled as to begin in April 1965 and end by March 1971.

The following qualifications are recommended for teachers of English at each of these stages :

a. Middle School :

A graduate with a year's training in a training college or a person who has completed the higher secondary course, with a year's training in content and methods in English.

b. High School:

A graduate with subsidiary or compulsory English and a year's training in a training college; or, a person who has graduated after passing the Indian School Certificate Examination and who has been trained in the teaching of English in a special programme for a year; or, a graduate who has, in addition to being trained for a year in the methods of teaching English in a training college, undergone a special content course in English for a year.

c. The Higher Secondary and Three year Degree Stage:

A postgraduate degree in English with a diploma in the teaching of English as a second language; or, a second class graduate with compulsory English and with a diploma as above (as a transitory measures).

The Training of Teachers of English should be organized on the following lines

a. Middle School Teachers :

Most teachers at this level will have passed the Senior School Certificate examination. Many more training schools

should be established to provide an intensive content and methods programme for a year.

b. High School Teachers :

Only graduates with subsidiary or elective English should be admitted to a year's training programme in training colleges. Others should be admitted to the course only after being trained for a year in content course only, after being trained for a year in the content course the higher level compulsory English course along with a course unit in a linguistic description of English and other papers. Arrangements should be made to teach this content course in colleges or in training colleges. The number of training colleges should be increased considerably. Admission to the four-month course in the Central Institute of English should also be increased.

c. Higher Secondary and Compulsory English Course Teachers :

The Central Institute of English should be expanded considerably so as to double the number of key personnel that it trains every year. In addition; a number of teachers will also have to be trained in training colleges. Admission to B.A.. special English and M.A. English courses in colleges and university departments should also be increased.

The following steps should be taken for training teacher-educators for training institutions of English at various levels: teacher-trainers in training schools, who should be graduates with subsidiary or elective English, should be trained for a year in training colleges or at a four-month course in the Central Institute of English; teacher-educators in training colleges, who should be M.A. in English should be trained in a diploma course in the teaching of English at Hyderabad or a course equivalent to it.

Education Commission 1964–66

The Education Commission (1964–66) was appointed by Government of India on 12th July 1964 under the Chairmanship of Prof. D.S. Kothari, Chairman, University Grants Commission. The Commission was appointed to advise Government on the national pattern of education and on the general principles and policies for the development of education at all stages and in all aspects. This was the first Commission which had the purview of all stages of education. The Report of the Commission viz. "Education and National Development", is divided into three parts: part I covers general aspects of Educational reconstruction common to all stages and sectors of Education, part II covers different stages and sectors of Education such as problem of expansion, guidance, curriculum, teaching method, evaluation, problem of higher education, and part III covers Educational planning and administration and education finance.

Major Recommendations: Teacher Education

Professional preparation of teachers, being crucial for the qualitative improvement of education, should be treated as key area in educational development and adequate financial provision should be made for it, both at the State and national levels.

Removing Isolation of Teacher Education

In order to make professional preparation of teacher effective, teacher education must be brought into the mainstream of academic life of universities on the one hand and of school life and education development on the other.

To remove the existing isolation of teacher education from university life :

(a) Education, as distinguished from pedagogy, should be recognised as an independent academic discipline and introduced as an elective subject in courses for the first and second degree;
(b) Schools of education should be established in selected universities in collaboration with other university

disciplines to develop programmes in teacher education and studies and research in education,

To remove the existing isolation of teacher education from schools:

(a) Extension work should be regarded as an essential function of teacher training institutions and an Extension Service Department should be established in each institution—pre-primary primary and secondary—as an integral part of it;
(b) Effective associations of alumni should be established to bring all students and faculty together to discuss and plan curricula;
(c) Practice-teaching for teachers under training should be organised in active collaboration with selected schools which should receive recognition from the Education Department as cooperating schools and special grants for equipment and supervision;
(d) Periodic exchange of staff of the cooperating schools and teacher training institutions should be arranged.

An intensive effort should be made to remove the existing separation among institutions preparing teachers for different stages of education or for special fields such as craft or art or physical education by :

(a) Implementing a phased programme of upgrading all training institutions to the collegiate standard with the ultimate objective of bringing all teacher education under the universities;
(b) Establishing comprehensive colleges of education in each State on a planned basis;
(c) Establishing a State Board of Teacher Education in each State to be responsible for all functions related to teacher education at all levels and in the fields.

Improving Quality of Teacher Education

The essence of a programme of teacher education is 'quality' and in its absence, teacher education becomes, not

only a financial waste but a source of overall deterioration in educational standards. A programme of highest importance, therefore, is to improve the quality of teacher education. This can be done through :

a. Organisation of well-planned subject-orientation or content courses, in collaboration with University Departments (or postgraduate colleges), leading to insight into basic concepts, objectives and implications of subjects to be taught;
b. Introducing integrated courses of general and professional education in universities;
c. Vitalizing professional studies and basing them on Indian conditions through the development of educational research;
d. Using improved methods of teaching which leave greater scope for self-study and discussion and improved methods of evaluation which include continuous internal assessment of practical and sessional work as well as practice-teaching;
e. Improving practice-teaching and making it a comprehensive programme of internship;
f. Developing special courses and programmes; and
g. Revising the curricula and programmes at all levels of teacher education in the light of the fundamental objective of preparing teachers for their varied responsibilities in an evolving system of education.

Duration of Training Course

The duration of professional courses should be two years for primary school teachers who have completed the secondary school course. It should be one year for graduate students but the number of working days in a year should be increased to 230.

The State Boards of Teacher Education should conduct a survey of teacher education programmes and curricula and initiate necessary revision.

New professional courses must be developed to orientate headmasters and teacher educators in their special fields of work.

The postgraduate courses of education should be flexible and be planned to promote an academic and scientific study of education and to prepare personnel for specific fields requiring special knowledge or initiation. The duration of courses should be increased to three terms. Quality is crucial at this stage and only institutions having properly qualified staff and facilities should be allowed to conduct them.

Improving Quality of Training Institutions

Early steps should be taken to improve training institutions for teachers on the following lines:

Secondary Teachers

a. The staff of secondary training colleges should have a double Masters degree in an academic subject and in education. A fair proportion of them should hold Doctorate degrees. They should all have taken induction or orientation courses in teacher education.
b. Qualified specialists in subjects like Psychology, Sociology, Science or Mathematics may be appointed on the staff even if they have not had professional training.
c. Summer institutes should be organised for in-service training of staff.
d. No student should be allowed to specialise in the teaching of a subject unless he has studied it for his first degree or obtained an equivalent qualifications prior to training.
e. States and Union Territories should adopt a rule that teachers in secondary schools will ordinarily teach only those subjects which they had, studied for a university degree. If they are required to teach subjects other than those they have studied, they should take a special course either by correspondence or in summer institutes.
f. Attempts should be made to recruit first and good second class students to teacher-training institutions and adequate scholarships should be provided for them.

Primary Teachers

a. Staff in institutions for training primary school teachers should hold a Master's degree either in education or in an academic subject as well as B.Ed and should have undergone special induction courses in teacher education at the primary level.
b. New appointments of primary school teachers should be restricted to those who have completed at least ten years of general education; exceptions may be made for women teachers and teachers in tribal areas.
c. Correspondence courses and liberal concessions for study leave should be made available to unqualified teachers in primary schools to improve their qualifications.
d. Special courses should be organized for graduates entering primary school teaching.
e. Duration of the training course for primary school teachers should be uniformly two years for those who have completed the secondary school course. Teachers with different educational qualifications should be put through the same course.

General

It is necessary to introduce the following reforms in training institutions for primary as well as secondary school teachers :

a. All tuition fees in training institutions should be abolished and liberal provision made for stipends and loans.
b. Every training institution should have an experimental or a demonstration school attached to it.
c. Adequate hostel facilities for trainees and residential accommodation for staff should be provided.

Libraries, laboratories, workshops etc. are very inadequate at present in most institutions, especially at the primary school teacher training institutions. These need to be improved.

Expansion of Training Facilities

Training facilities should be expanded on a priority basis. The objective should be to ensure that every teacher in a primary or a secondary school is either already trained at the time of his appointment or receives such training within three years of his appointment. From this point of view :

a. Each State should prepare a plan for expansion of training facilities in its area so that output of trained teachers meets the demand for teachers as well as the need for in-service education;
b. Part-time facilities and correspondence courses should be provided on a large scale and care should be taken to see that standards in full-time institutions are not diluted;
c. The backlog of untrained teachers should be cleared at an early date through measure of the type recommended in the Report;
d. The size of institutions should be fairly large and they should be located on a planned basis.

In-Service Education of School Teachers

A large scale and coordinated programme of in-service education for teachers should be organized by universities, training institutions and teachers' organisations for teachers of all levels. The target should be that every teacher will receive at least two or three months in-service education in every five years of his service.

The programme of summer institutes for in-service training of secondary school teacher should be extended, with systematic follow-up and active collaboration among the agencies concerned.

Maintenance of Standards in Teacher Education

At the national level, the University Grants Commission should take the responsibility for the maintenance of standards in teacher education. The State Boards of Teacher Education should be responsible for raising

standards at the state level. A substantial allocation of funds should be made available to the University Grants Commission in the Fourth Five Year Plan for improvement in teacher education in Universities.

The University Grants Commission should set up a Joint Standing Committee for teacher education in collaboration with the National Council of Educational Research and Training. It should consist of competent persons from the profession and should be responsible for maintenance of standards in teacher education.

The Government of India should make provision of funds in the Centrally-sponsored sector to assist State Governments to develop teacher education which is now outside the purview of universities.

Committee of Members of Parliament on Education 1967

The Committee of Members of Parliament on Education—1967, was set up by the Government of India under the Chairmanship of Shri Ganga Sharan Sinha on April 5, 1967 for considering the Report of the Education Commission, preparing the draft of a statement on the National Policy on Education and identifying a programme for immediate action.

Major Recommendations : Teachers' Status and Education

Standards in education are primarily determined by the quality, competence and character of teachers. It is therefore, necessary to make sustained effort to attract to the teaching profession a significant proportion of talented young men and women who leave schools and universities every year and to retain them as dedicated, enthusiastic and contented teachers. An important step in this direction will be to improve remuneration and conditions of work and service of teachers

and to provide them with adequate opportunities for professional advancement.

Training of school teachers should be brought within the broad stream of university life and isolation of training institutions from schools should be ended. Schools of education should be established in universities. Each State should prepare and implement, on a priority basis, a plan for expansion and improvement of teacher education at all stages.

New Methods of Teaching

Improvement in the quality of teachers and their professional preparation should help to revolutionize the process of education by adoption of modern methods of teaching whose chief aim is to build up proper interests, attitudes and values and whose accent should be on the dignity and freedom of the individual, awakening of curiosity and promoting love of learning, habits of self-study, capacity to think and judge for one-self and problem-solving ability. This development which is the essence of progressive and modern education should be facilitated through other programmes of qualitative improvement such as revision and upgrading of curricula, adequate supply of high-quality teaching and learning materials, examination reform, organization of a nation-wide programme of institutional development, provision of adequate student services and discovery and development of talent.

Three Delegations by University Grants Commission 1967–1971

When correspondence courses were taking root in Indian universities, the University Grants Commission sent three delegations to the erstwhile USSR to study their system of evening and correspondence courses.

First Delegation (1967)

The first delegation was sent in March-April, 1967 to study the scheme of correspondence education in that country. It consisted of Shri N.D. Sundaravaidelu, Joint Educational Adviser, Dr M.S. Patel, Faculty of Education and Psychology, Maharaja Sayajirao University of Baroda and Dr G. Chaurasia, Officer on Special Duty, National Council of Educational Research and Training. The delegation studied the system of teacher training in the erstwhile USSR and recommended the adoption of a similar programme in India on a restricted scale for the purpose of clearing the backlog of untrained teachers in actual regular service and for improving the level of education of trained teachers with varying qualifications. The delegation described the system of correspondence education in the erstwhile USSR - its organisational structures, status of these courses in educational world of that nation, staff pattern, types of courses, capacity of correspondence education to cater to varied needs etc. The delegation pointed out that the success of correspondence courses for teacher training prompted their extension to other fields and other kinds of training as well.

Second delegation (1968)

The second delegation was sent to erstwhile USSR by the University Grants Commission in September, 1968 to study the evening and correspondence courses. This delegation consisted of Shri M.M.Beg, Principal, School of Correspondence Courses and Continuing Education, University of Delhi and Dr Goel, Education Officer, University Grants Commission, New Delhi. The delegation visited a number of universities and institutions concerned with teaching, training and research in engineering, technology, humanities, social sciences, sciences and pedagogical training. The delegation felt that although there was much in common between India and the erstwhile USSR in regard to the objectives of correspondence courses, for historical, social and other reasons it would neither be feasible nor appropriate to

emulate the Soviet Correspondence System, though certain improvements could be brought about in the Indian system so as to increase its operational efficiency.

Third Delegation (1971)

The third delegation consisted of Prof. Bakhshish Singh, Director, Correspondence Courses, Punjab University and Dr M.L. Mishra, Director Correspondence Courses, Rajasthan University. The delegation visited the erstwhile USSR in 1971 and made detailed observations and recommendations on various aspects of correspondence courses.

Special efforts should be made to train teachers in the methodology of teaching and evaluation peculiar to correspondence method of education. The University Grants Commission should organise special seminars and workshops for this purpose. Correspondence course teachers should be encouraged to take part in the annual national conferences in different subjects to enable them to keep themselves up-to-date in their field of study. Participation in international conferences on correspondence education should be encouraged.

Steering Committee of Planning Group on Education 1968

The steering committee of planning group on education was set up by the Government of India on behalf of Education Division of the Planning Commission for educational development in the Fourth Plan (1969-74) under the Chairmanship of Shri G.K. Chandiramani in September 1968. The report of the steering committee makes an attempt to give a bird's eye-view of the present position of educational development in the country and in the light of various points emerging from their review suggest programmes and policies under various sectors of education. The report of the steering

committee was considered by the overall Planning Group on Education.

Major Recommendations :

Programmes and Policies—Teacher Education :

The main emphasis in this will have to be on the qualitative programme like the provision of in-service education, professional and teacher education, improvement of existing facilities, provision of correspondence courses for untrained teachers. Educational research upgrading academic qualifications of unqualified teachers taking up specialized courses and setting up of state boards of teacher education. Expansion of training facilities should be related by state governments to the demand for new teacher and the existing training capacity. Special emphasis will be laid on training of science and mathematics teachers.

National Policy on Education 1968

Status, Emoluments and Education of Teachers

a) Of all the factors which determine the quality of education and its contribution to national development, teacher is undoubtedly the most important. It is on his personal qualities and character, his educational qualifications and professional competence that the success of all educational endeavour must ultimately depend. Teachers, must, therefore, be accorded an honored place in society. Their emoluments and other service conditions should be adequate and satisfactory having regard to their qualifications and responsibilities.

b) Academic freedom of teachers to pursue and publish independent studies and research and to speak and write about significant national and international issues should be protected.

c) Teacher education, particularly in-service education, should receive due emphasis.

Review Committee on the Working of the National Council of Educational Research and Training 1968

The Review Committee was appointed by the Government of India, under the Chairmanship of Dr B.D. Nag Chaudhuri on 29th January 1968. It was appointed to review the progress of activities of National Council of Educational Research and Training, to evaluate the impact of National Council of Educational Research and Training programmes on educational problems, to review the progress of Regional College of Education and to lay down broad guidelines for the future development of National Council of Educational Research and Training in relation to educational needs.

Major Recommendations:

The Department of Teacher Education has been weak from its beginning and its achievements have been mediocre. Since the Regional Colleges of Education have to develop as primary centres for research and development in teacher education, the effort of National Council of Educational Research and Training in the years should be directed to this end. The Department of Teacher Education may therefore be abolished.

Training Programmes

Training programmes can be more appropriately developed at Regional Colleges of Education.

The setting up of Regional Colleges of Education was motivated by two main considerations:

(a) To prepare teachers for the scheme of multipurpose schools; and

(b) To improve the quality of teachers by adopting the pattern of integrated courses of general and professional education which prevails in the U.S.A. The Committee was not in favour of this programme among others, for the following reasons:

i) This experiment of integrated courses is, and will always be, too costly to be repeated. It can however, make a marginal contribution to the improvement of teacher education in India. The large scale allocation of scarce resource to this programme is, therefore, not desirable. If, for reasons of quality, such courses have to be organized, the experiment should be tried in universities with strong undergraduate departments in the subjects concerned and in education. In separate institutions like Regional Colleges, their costs mount up and efficiency tends to decrease.

ii) For years to come, an average teacher of a secondary school in India will be a graduate of a university who receives professional training in a post-graduate course in the secondary training colleges. Efforts of the National Council of Educational Research and Training should therefore, be directed to research and improvement of this training course and towards the professional improvement of teacher educators at this stage.

iii) The multi-purpose schools are now a thing of the past. It is true that there will be new types of vocational courses corresponding to class VIII or class XI–XII. But most of these courses will be provided, not in schools of general education, but presumably in separate institutions which would work in close collaboration with agriculture, craft or industry concerned. The provision of teachers for such courses should be the responsibility of the Ministry or Department concerned. For example, teachers required for agricultural schools or agricultural polytechnic will have to be trained by the Department of Agriculture and agricultural colleges or universities. Teachers required for courses in medicine and public health will have to be trained by the Ministry or Department of Health . . . and so on. National Council of Educational Research and Training should not be saddled with the responsibility for the development of such varied courses which require an expertise which is not available in the National Council of Educational Research and Training.

The Committee, therefore, recommended that fresh admissions to the four year courses should be stopped with effect from the academic year 1969-70. The facilities thus

released should be utilized for one-year courses and for expanding the programmes of the Regional Colleges for the training of teacher educators and extension services and other developmental programmes.

The responsibility for continuing the course for the next three years will remain with the Regional Colleges because of the students already enrolled. There will be increasingly surplus staff and equipment during the next three or four-years as enrolment in these courses will taper off. The Ministry of Education should be apprised of the surpluses and the rate at which they will occur so that they can find suitable alternative use for staff and equipment.

The Committee offered the following suggestions regarding different types of training courses which were being conducted in the Regional Colleges of Education.

(a) Fresh admissions to technological courses have already been discontinued during the current year. However, the responsibility of continuing the course for the next three years will remain with the Regional Colleges because of the students already enrolled. There will be a gradual surplus in staff and equipment.

(b) Facilities and staff released by non-admission of students to the four year courses in science should be utilized for expansion of programmes of science education in the region. Some staff may also be usefully transferred to the Department of Science Education, National Institute of Education, New Delhi.

(c) Staff and facilities released by the discontinuance of the four year course in English may be utilized to the extent possible, partly for increasing the enrolment in one-year courses and partly for programmes of in-service education in the region.

(d) The one year course in Science, English and Commerce may be continued, if necessary. The emphasis here should be on research and experimentation and not on reproducing what is being done in the universities or training colleges.

(e) The one year course in agriculture may be run, at one or two places, so long as there is a demand. It would, however, be preferable to transfer it to agricultural universities or colleges at any time that they are prepared to take over the responsibility.

(f) The National Council of Educational Research and Training has not carried out any experimentation so far in respect of preparation of teacher educators for training institutions for primary and pre-primary school teachers. This work should be developed at all the Regional Colleges of Education.

When the changes recommended by us are carried out, some staff will be released and it will be possible to use some of it in expansion programmes which we have indicated. If any retrenchment becomes necessary, persons who are on deputation should be returned to their original posts, unless there are strong reasons to the contrary. As far as possible, care should be taken to see that members of the staff do not remain employed.

The Regional Colleges should in future be regarded as the campuses of the National Institute of Education with a free movement of staff and programmes between the Regional Colleges and the National Institute of Education. The activities to be emphasized at these campuses will be teacher education, both pre-service and in-service and research and extension programmes. Action research programmes in vocationalisation of education could also be undertaken in these campuses.

Study Group on the Development of the Pre-school Child 1970

The study group on the Development of the Pre-school child was appointed by Government of India, under the Chairmanship of Smt. Mina Swaminathan in 1970. The terms of reference of the group were to examine the development of

the pre-school child through the mobilization of local resources, especially in rural areas.

Major Recommendations:
Training of Personnel

Training and orientation of various categories of workers is essential for the success of the programme and should be accorded high priority. Adequate training programme of good quality should be designed for all categories of workers. It will also be necessary to create three new categories of workers: the local women workers and the supervisor.

Special features of the training programme recommended include :

a. Alteration of the primary school teacher training curriculum so as to bring primary and pre-school education closer together;
b. Modification of the pre-primary training course so as to bring it in line with the course for Balsevikas;
c. Provision of new training courses for all categories of workers, including sandwich type courses and vacation and orientation courses;
d. Orientation towards urban, rural and tribal environments; and
e. Integration of extension, training and research in all training units.

National Committee on 10+2+3 Educational Structure 1972

The Committee was appointed by the Government of India under the Chairmanship of Dr P.D. Shukla in 1972.

Teachers and their training

The reorganisation of school and college classes under the new pattern necessitates revision of minimum qualifi-

cations for teachers, wherever necessary and provision of appropriate pre-service and in-service training of teachers to meet the requirements of the new curriculum for both the academic and vocational courses.

A regular teacher-training degree is not considered essential for the post-graduate teacher of classes XI and XII. However, a short training of about three months duration immediately after recruitment would be very desirable. This will acquaint the teacher with the methodology of teaching, psychology of the adolescent children, management of classes, technique of continuous evaluation etc.

Teacher for Vocational Stream

Full time teachers for the vocational stream could be made available through:

(a) Orientation of selected teachers e.g. teachers of Agriculture, Commerce and Physics;
(b) Recruitment of qualified and suitable persons already working in the relevant establishments and organisations.

In view of the heterogeneity of channels from which the vocational teachers will be drawn, their training will have to be organized with great care and imagination. For training some categories of vocational teachers, it might be possible to take advantage of the Teacher Training Institutes set up recently to train teachers of the polytechnic.

Pre-service Training of Teachers

In the existing programme of pre-service training of teachers appropriate provision should be made to meet the requirements of the additional dimensions which have been introduced in the new curriculum. During their professional training, the prospective teachers should also be prepared to implement the schemes of continuous evaluation and moral teaching, both of which are being introduced on a national scale in classes IX and X.

For this purpose, not only the existing courses for teacher training will need a review and revision but suitable

summer institutes will be necessary for the professors of teachers themselves.

In-service Training for Teachers

With the current explosion in knowledge, methodology and technology, it is essential that every teacher is made to undergo an in-service training course at least once in 3 to 5 years. The programme of in-service training will, therefore, have to be tackled on a very large scale so that all the existing teachers are regularly enabled to take advantage of summer institutes, vacation courses, and other refresher courses.

Programmes of in-service training should specially include updating the teacher's knowledge in his subject(s) of teaching and cover the elements like continuous assessment, remedial teaching, physical education and moral education.

Meeting of Secondary Teacher Education Committee: March 1973–1977

The Committee was appointed by Government of India under the Chairmanship of Dr V.S. Jha. This Committee had two meetings the first meeting was held on 15th and 16th July 1975 under the Chairmanship of Dr V.S. Jha.

Functions of the Committee on Secondary Teacher Education :

(i) To advise Government of India on all matters concerning teacher education, including pre-service and in-service training education and periodical review of progress in revising curricula.
(ii) To advise state Government on any matter referred to the council by them.
(iii) To review the progress of plan schemes, both central and state, concerning teacher education.
(iv) To advise Government on ensuring adequate standards in teacher education.

The main areas pertaining to Secondary Teacher

Education which call for consideration and action are the following:

Lack of Planning at the State/University level resulting in an imbalance between demands and supply of secondary school teachers

The Committee recommended that subject wise demand of secondary school teachers should be worked out by each state on a scientific basis and the supply of subject teachers should be regulated strictly according to that projected demand by the State Boards of Teacher Education or departments of education.

The Committee recommended that the work on the development of models of manpower planning may be undertaken by the National Council of Educational Research and Training.

Lack of proper admission procedures resulting in poor quality of entrants in secondary teacher training institutions

With a view to improving the quality of entrants to secondary teacher training institutions, the committee recommended entrusting the responsibility for recruiting teacher educators and secondary school teachers and also for regulating their promotions and other service conditions to that Commission.

The need for modernising the existing curricula on a priority basis as followed in secondary teacher training colleges was accepted by the committee. Three members of the Committee viz. A. Chari, Smt. P. Sherry, and Prof. J.K. Shukla were requested to prepare papers on the reorganisation of pre-service teacher education touching all its aspects and laying special emphasis on the modernisation of existing curricula.

Dearth of good textbooks and reading materials for secondary teachers training especially in the regional languages

The Committee recommended that a special cell should be set up in the Department of Teacher Education for

this purpose which should work in collaboration with the Department of Teaching Aids and other concerned Departments of National Institute of Education.

Deficiencies in Staffing Pattern and Physical Facilities

The Committee recommended that the department of teacher education should with the help of some outside experts, develop norms in respect of physical facilities, teaching and non teaching staff, teacher-pupil ratio for secondary teacher training institutions and accreditation of these institutions should be done by the State Board of Teacher Education. Good teacher training institutions should be identified and encouraged, while poor sub-standard institutions should be improved.

Want of Experimentation in Secondary Teacher Training Institutions

The committee recommended that the Department of Teacher Education may identify 30-40 good secondary training colleges which are involved in research and experimentation.

The committee further recommended that the Department of Teacher Education may organise a meeting of 20-25 teacher educators from some of the university Departments of Education and secondary teacher training colleges to identify priority areas of research in teacher education.

Professional Growth of Teacher Educators

The committee recommended that the Regional College of Education and some university departments of education may run summer institutes for teacher educators. In addition to running of summer institutes, National Council of Educational Research and Training may publish a journal for teacher educators and develop film strips and taped lessons which may be made available to teacher educators.

Maintenance of Standards

The Committee made following recommendations for maintaining and upgrading of standards of teacher education:

(a) After the higher secondary stage four-year integrated content cum-pedagogy courses may be started in some of the selected secondary teacher training colleges in the country. The first two years may be devoted to general education and the last two years to professional training.
(b) Both teachers and teacher educators should be given orientation to inter-disciplinary approach.
(c) Hostel accommodation for students and residential accommodation for teachers should be provided on the campus of teacher training colleges.
(d) Each university should set up separate faculty of education with a Dean or Head of Education.
(e) Teaching of theory papers in general and that of practicals in particular in B.Ed. course should be considerably improved.
(f) The State Boards of Teacher Education should function as purely professional bodies.
(g) Each teacher training college should have a practising demonstration school of its own. Intimate relationship should be developed between cooperating practising schools and teacher training colleges.
(h) One month's block practice teaching should be organised for ensuring continuity in teaching.

The second meeting of the Committee on Secondary Teacher Education of National Council for Teacher Education was held at the National Institute of Education Campus, New Delhi on November 19, 1975 under the Chairmanship of Dr V.S. Jha.

Major Recommendations

It was suggested that National Council of Educational Research and Training may prepare, on a priority basis, a series of comprehensive and profusely illustrated hand books

in different subjects for secondary school teachers. The Committee recommended that as soon as norms are ready, the State Governments may be persuaded to enforce them rigorously, so that sub-standard teacher training institutions which do not fulfil the norms are closed down. The Committee suggested that Regional College of Education may organise, in close collaboration with State Governments, summer institutes to provide orientation to teacher educators of secondary training colleges in the implementation of new 10+2 curriculum. National Council for Teacher Education may be associated with the University Grants Commission Committee on matters relating to teacher education. The Committee recommended the setting up of an autonomous statutory commission for a centralised system of admission to secondary training colleges.

Meeting of the Committee on Elementary Teacher Education: National Council for Teacher Education 1975

The first meeting of the Committee on Elementary Teacher Education was held at Regional College of Education, Mysore, on 8th and 9th July 1975 under the chairmanship of Shri Malcolm Adiseshiah for improving selection procedures for admission to elementary teacher training Institutions. The Committee felt that fresh candidates and teachers in-service having five years or more of teaching experience should not be put together in the same group for purposes of training.

Revision of existing curricula for high/higher secondary passed for preparation as teachers for elementary schools

In view of the new 10+2 pattern education teacher training curriculum needs revision. National Council of Educational Research and Training may develop the necessary guidelines for use of States.

Development of a special B.Ed. course for graduates for preparing them as elementary school teacher

One year B.Ed. course for headmasters of elementary schools and elementary teacher educators as prepared by National Council of Educational Research and Training was approved by the committee. It was recommended that elementary teacher educators should be M.As. with a B.Ed degree.

Preparation of text books and reading material for teachers and students of elementary teacher training Institutions

National Council of Educational Research and Training should undertake the responsibility of preparing text books by commissioning writers to write books on elementary teacher training in regional languages: State Education Department may be requested to depute text books writers for training.

Development of norms for elementary teacher training institutions

Norms for elementary training institutions may be worked out by National Council of Educational Research and Training for a special course for pre-service education of elementary teacher educators: The committee observed that M.Ed. (Elementary Education) be started.

Formulation of a proposal for orientation of elementary teacher educators

For improving the quality of elementary teacher education, it was recommended that elementary teacher educators should be post graduates. There should be extra financial incentives for working in training institutions. With extra financial incentives, it should be obligatory for them to undergo in-service training programmes like orientation courses proposed by the Department of Teacher Education.

Attracting better quality of candidates to training institutions

It was recommended that potential talent should be spotted at high school level and efforts be made to draw it into teaching profession. School headmasters and counsellors may identify such students and guide them to take up teaching profession.

The Second Meeting of the Committee on Elementary Teacher Education of National Council for Teacher Education was held on 15th November, 1975 under the chairmanship of Dr M.S. Adiseshaiah.

Major recommendations

A proposal regarding integration of pre-school and primary teacher education was considered.

(i) Both alternatives viz. a fully integrated programme to teach children of the age-group 3-8 years, and incorporation of selected elements of pre school training into the existing primary teacher education curriculum was recommended to the State Governments leaving the choice to them.
(ii) More educational inputs may be put into training programmes of Balsevikas.
(iii) The Department of Teacher Education may work out selected elements of pre-school training which should be incorporated into the primary teacher education curriculum.

Revision of Primary teacher education curriculum and special courses for elementary teacher education curriculum leading to B.Ed. and M.Ed. Degrees be developed by the Department of Teacher Education: The committee made following recommendations in this regard:

(i) There is a strong case for having a special B.Ed. (elementary education) course of pre-primary / elementary teacher education for headmasters of elementary schools and supervisors/inspectors for

elementary school as well as elementary teacher training institutions.

(ii) M.Ed. (elementary education) may be introduced as a special course in future as a longterm objective to upgrade the professional qualifications of different categories of personnel.

(iii) A special cadre along the line may be introduced for persons who have specialised in elementary teacher education through the proposed special course leading to B.Ed./M.Ed. (elementary education) degrees.

(iv) Correspondence-cum-contact courses may be started for existing teacher educators etc. to enable them to qualify for B.Ed./M.Ed. (elementary education).

The Committee suggested training to primary school teachers in employing pre school methods in classes I and II, imparting training in multiple class teaching bridging the gap between theory and practice, teacher training, particularly in mathematics and science introducing, non-formal education may be incorporated in the revised elementary teacher education curriculum.

The Committee felt that improvement in teacher education alone would not bring about overall improvement in primary schools, unless minimum facilities were provided in them. No untrained teacher should be recruited by any State when trained teachers are available. The committee also laid stress on the urgency of in-service education of elementary school teachers.

National Council for Teacher Education

The National Council for Teacher Education was constituted in 1973 by Government of India Resolution. It was provided secretarial support from the Department of Teacher Education of the National Council of Educational Research and Training. In 1993, the Council was granted a statutory status through an Act of the Parliament. The terms of reference as laid in Government of India Resolution of 1973 are reproduced below :

Terms of reference of the National Council for

Teacher Education by the Government of India, Ministry of Education and Social Welfare, Resolution No., F.7-6/71-Schools 2. dated 21, May, 1973.

(i) To advise the Government of India on all matters concerning Teacher Education, including pre-service and in-service training education and periodical review of progress in revising curricula.
(ii) To advise state Governments on any matters referred to the council by them.
(iii) To review the progress of plan schemes, both central and states, concerning teacher education.
(iv) To advise Government on ensuring adequate standards in teacher education.
(v) Any other matter entrusted to the Council by the Government of India.

University Grants Commission Panel on Teacher Education During Fifth Plan Period 1974

The meeting of the University Grants Commission Panel on teacher education was held on July 27, 1974.

Major Recommendations

The University Grants Commission should help bring out a small monograph on different aspects of teacher education, highlighting the existing lacunae and gaps in research on education.

The University Grants Commission support a comprehensive study on the objectives and orientation of first degree course in education. The Panel felt that this course in many universities lacked effective and purposeful direction, that existing postgraduate courses are not closely linked to professional needs of teacher nor do they have depth and intensity necessary for the study of education as an academic discipline; M.Ed. course appears to have grown merely as an

extension of the B.Ed. courses without a clear well defined orientation of its own; and its links with the B.Ed. programme on the one hand and doctoral studies on the other were tenuous and needed to be strengthened.

A postgraduate degree in education should not be a necessary qualification for the staff of teacher education institution. Teachers and research scholars of other disciplines may be given an opportunity to teach and conduct research in education in colleges / departments in order to enrich the study of education as an academic discipline.

Each department of education should, ideally be a centre of excellence in at least one or two areas.

Postgraduate seminars given by teams of experts from all related disciplines should be established on institutional basis, the number and affiliation of experts to be determined by the theme chosen for the seminar. These seminars should be open for all postgraduate students from all the disciplines.

The suggestion to integrate teacher training programme with the three years degree course after 10+2 pattern education could be considered only after an outline of the scheme and the willingness of the states to implement the scheme were available. The experience of Regional College of Education of the National Council of Educational Research and Training would be particularly helpful in the context of integrated teacher training programmes.

Resources available for teacher education should be used only for quality programmes and not for establishment of additional teacher training institutions except in those cases where specialised areas in which shortages of trained personnel exist in various States.

Curriculum for the Ten-year School: A Framework 1975

In-service Teacher Preparation :

Short term and long term orientation courses for teachers will have to be planned to acquaint them with the

proposed changes in various subjects areas and other school programmes and to orient them to the new content and methods as also materials in different curricular areas. They may also be acquainted with various strategies which they could try for implementing the maximum changes at a cost by exploiting the available community resources. It will be necessary to train teachers for the task of continuous internal assessment. Teachers will have to be helped in learning the letter grading in place of marks in examinations. Suitable checks will have to be developed for controlling the bases of an internal evaluation system. This will require setting up of school complexes and training all the persons in such complexes to supervise the work of evaluation.

The National Council of Educational Research and Training has to discharge the following important functions in this area:

(i) Preparation of courses and materials for in-service education of teachers in different curricular areas. The materials may be in the form of resource materials, teachers' handbooks, audio visual aids etc.
(ii) Training of key personnel drawn from the States.
(iii) Creating the necessary climate for change in States by organizing teacher meets, seminars, conference etc. Most of these should be done in collaboration with State agencies.

State agencies on their part, will have to develop comprehensive programmes for orientation of teachers. They will have to use local resources for developing expertise and materials. Obviously, in the proposed programmes of curriculum renewal top priority will have to be given to work experience and orientation of teachers in science and mathematics.

Every State should prepare a three tier plan of in-service teacher education. The first tier will consist of teacher educators, and selected college and university teachers. The second tier will be of the head teachers and secondary school teachers, organised area wise within a State, who will be trained by key persons trained in the first tier. The third tier

will consist of primary school teachers and should be organised district wise . Training will be given by both the first and second tier trainers.

Pre-service Teacher Preparation

It is also essential to revise pre-service and in-service teacher education programmes. The needs as identified on the basis of proposed curricular renewal are as follows:-

> Revising the curricula of elementary and secondary teacher education so as to reflect new demands of the school curriculum, such as relating the school to work, developing proper attitudes and values, integrated approach to teaching, improvisation of aids, enlisting community help, exploitation of available resources to the best advantage, continuous evaluation etc.

The National Council of Educational Research and Training, as also the Regional College of Education under it, will have to play a key role in the preparation of teacher educators to face this new challenge. They will have to undertake intensive teacher education programmes in individual States and universities and assist them in restructuring their programmes. They will also have to orient teacher educators for discharging their responsibilities more effectively. Conceptual literature and other materials on various aspects of teacher education programmes will have to be developed to make good the deficiency of such literature and materials in the field. Serious thought will have to be given to the off-repeated charge of teacher education programmes of being unrealistic and unable to meet the demands of school education. Consideration of this issue has become urgent in view of the fact that school curricula themselves are going to be geared to the needs of the community and the cleavage between school and work has to be bridged.

State Departments of Education and universities will also have to take immediate action to revise curricula for teachers' colleges on the above lines in collaboration with the National Council of Educational Research and Training, wherever needed.

Standing Committees of National Council for Teacher Education 1975–76

Committees on Elementary and Secondary Teacher Education

Manpower planning in teacher education should be done not only at the State level but also at the district level to remove imbalances between the demand and supply of teachers.

Separate admission procedures may be evolved for teacher training institutions of different levels. The possibility of centralised admissions to teacher training institution may be examined by the State Boards of Teacher Education and the State Departments of Education in collaboration with universities. Suitable tools may also be developed for the selection of candidates for admission to teacher training institutions at different levels.

Committees on Elementary and Secondary Teacher Education and on Technical, Vocational and Work Experience Education

Teacher training curricula may be revised in the light of the latest trends in teacher education and the new schooling pattern of 10+2. Training in organisation of non-formal education should also be incorporated in elementary teacher education curriculum.

Based on the new curricula, suitable text-books with Indian background and Indian data may be produced for teacher trainees. Guide books for the staff of teacher training institutions may also be produced. Training programmes may be arranged for those writers who are engaged in writing textbooks for teacher training institutions, so that the quality of text-book could be improved.

Committee on Secondary Teacher Education

Separate Faculties of Education should be set up in

those universities where they do not exist at present. The present practice of charging capitation fees in some of the training colleges should be forbidden and admission to those colleges should be made strictly on merit.

Committee on In-service Education

Every school teacher and teacher educators should be required to undergo an in-service education programme of one-month's duration at least once in 5 years. In-service education should be mainly organised through correspondence courses.

Different types of in-service programmes may be developed for different categories of teachers and teacher educators. The performance of each teacher and teacher educator undergoing in-service training programme may be continuously assessed and a final grade given to him at the end of the course, which may be entered in his service book and considered for future promotion.

Extension services should be established as early as possible, so that extension service as an activity becomes a normal function of all teacher training institutions.

Pre-school Teacher Education Committee

A integrated syllabus for pre-primary and primary teacher education may be developed for professional preparation of teachers for teaching children of the age-group of 3–8 years. Another course of one-year's duration to be called "B.Ed. (Early Childhood Education) Course" may also be developed for pre-service training of teacher educators of pre-school teacher training institutions and supervisors of pre-schools.

Strength of Teachers

The enlarged curriculum and other elements of the new educational structure necessitate a review of the existing formulae to determine the number of teachers required for a school.

Review Committee on the Curriculum for the Ten-year School 1977

The Review Committee on the Curriculum for the Ten Year School was appointed by Government of India, under the Chairmanship of Shri I.J. Patel. The Committee was appointed to develop a new scheme in view of the new dimension of work based education in relation to national development, to review stagewise and subjectwise objectives identified in National Council of Educational Research and Training document "The Curriculum for the Ten Year School", to scrutinise National Council of Educational Research and Training syllabus and text books, review the present scheme of studies and the time allocated for various subjects.

Major Recommendations:
Socially Useful Productive Work
Teachers

The provision of properly skilled teachers for the implementation of the programme of Socially Useful Productive Work is of the utmost importance. In order to give this area of work its proper place in the school programme it is recommended that:

(i) Professional status of teachers of Socially Useful Productive Work should be the same as that of other teachers;
(ii) There should be provision for part time employment of skilled personnel for different activities;
(iii) There should be cells for Socially Useful Productive Work in the State Departments of Education and the State Institutes for development programmes of in-service training;
(iv) The course content of Socially Useful Productive Work for Teacher Training Colleges should be produced by National Council of Educational

Research and Training in collaboration with such other institutes which have included manual labour in their regular programmes.

Working Group on Vocationalisation of Education 1977

The Ministry of Education and Social Welfare (Department of Education) set up, in consultation with the Planning Commission a working group on Vocationalisation of Education under the Chairmanship of Shri P. Sabanayagam. The terms of reference of the committee were to review the developments in the field, formulate concrete proposals indicating financial implications and structural arrangements and to apportion areas of responsibility among the centre, States and voluntary agencies.

In the first meeting of the working group held on 12th October 1977. Two sub-groups were constituted viz.:

(i) Vocationalisation of Education—Rural Areas
(ii) Vocationalisation of Education—Non Rural Areas.

Major Recommendations:
Teachers

For a vocational subject a teacher has to be one who has first class practical competence; he must also possess comprehensive knowledge of scientific principles underlying practical work. But a person who has a good background in theory only, will not be able to impart practical skills. A compromise is needed at least in the initial stages. It is, therefore, necessary that a practitioner from the particular vocation is invited to participate in instructional work and arrange for his training in instructional methods through short term courses-perhaps summer institutes. Simultaneously regular staff may be appointed and trained. There is an advantage in having persons from the field to instruct students. Not only will the latest practices be imparted and

through his influence regular on-the job-training can be arranged but it may even ensure employment to students ultimately resulting in a good collaborative arrangement.

Part time teachers on suitable remuneration from vocational fields should be employed. Many private agencies have training centres from which instructors can be drafted. Many defense service personnel, with appropriate, skills can also be appointed in schools on a regular basis.

Periodical retraining of teachers, to keep them abreast of their knowledge in appropriate trades, should be arranged. Technical Teacher Training Institutes, the Regional Colleges of Education, the Central Training Institutes and Small Scale Service Institutes should be involved in teacher training programmes.

National Review Committee on Higher Secondary Education with Special Reference to Vocationalisation 1978

National Review Committee on Higher Secondary Education was appointed by the Government of India, on 10th October 1977 under the Chairmanship of Dr Malcolm S. Adiseshiah, Vice-Chancellor, University of Madras on +2 stage of school education with special reference to vocationalisation of education, to review the National Council of Educational Research and Training document "Higher Secondary Education and its Vocationalisation", to study the syllabi and courses of the Central Board of Secondary Education with special reference to a few selected vocations and to recommend a plan of action for introduction of vocationalisation at the secondary / higher secondary stage. The Committee's report "LEARNING TO DO" was submitted on 28th February 1978. The recommendations are indicated below :

Strategies for Implementation
Teachers

With the introduction of socially useful productive work and community service as compulsory and integral part of education at the higher secondary stage for all students offering general education and the launching of vocational courses, there is need for reorganisation of teacher-education. Both preservice and in-service teacher education should be so organised as to bring about the proposed changes at this stage of education.

Universities (responsible for preservice teacher education) should reorganise and reconstruct the teacher education curriculum for graduate and post graduate classes, so that their products who join the teaching profession are truly and conceptually committed to socially useful productive work and community service.

The new emphasis on practical work and vocationalisation of education has also to be incorporated in teacher education curriculum.

There should not be insistence on post-graduate qualification in respect of teachers of vocational courses.

Part time teachers may also be appointed, wherever necessary.

Universities, teachers' training colleges, National Council of Educational Research and Training, State Councils of Educational Research and Training, State Institutes of Education, State Institutes of Science Education, Boards of Secondary Education, agricultural universities and all others who are engaged in the programme should be actively involved in this task of training and orientation of teachers.

Draft National Policy on Education 1979

Major Recommendations:
Teacher Education

The curriculum of teacher education at the

elementary and secondary stages will be suitably changed in order to enable teachers to play their proper role in reforming education. Pedagogical and professional preparation for teachers in higher education should also be provided for. Facilities for in-service training will be expanded. Centres for developing curricular materials and teaching aids will be established especially for the benefit of teachers in rural areas and for both formal and non-formal systems of education.

Study Group on Indian National Satellite Television Utilisation for Education and Development 1980

The Ministry of Information and Broadcasting set up on 2nd February 1980 a working group under the Chairmanship of Shri S. Sathyam to draw up a detailed, plan software for utilisation of Indian National Satellite through the medium of television. The Working Group consisted of representatives of all user Ministries (Agriculture, Education, Health and Rural Reconstruction), Planning Commission, Space Application Centre, Doordarshan and Department of Electronics.

The working group was assisted by your subgroups

i) Identification of programmes priorities, areas of application and time frame.
ii) Manpower planning
iii) Training aspects
iv) Development of community Television sets.

Major Recommendations: Teacher Training Institutions

All teacher training institutions should take cognizance of the decisions taken in the context of the Indian National Satellite Programmes with a view to making appropriate adjustments in their in-service and pre-service

training programmes. The report of the Study Group should be made available as a basic document for the purpose.

National Commission on Teachers–I 1983

The National Commission on Teachers–I related to teachers of school stage, was set up under the Chairmanship of Prof. D.P. Chattopadhyaya.

Major Recommendations: Training of Teachers

Training of teachers demands urgent attention. A majority of our teaching colleges and training institutions are woefully inadequate in the context of changing needs of India today.

The minimum requirement of any training programme is that it should enable a trainee to acquire basic skills and competencies of a good teacher, such as the capacity to manage a class with pupils of varying abilities, to communicate ideas logically and with clarity, to use the technology available to make teaching effective, to organise educative experiences outside of class, to learn to work with the community and to help students to do so.

Integrated Course

Teacher education is to be made relevant to the roles and responsibility of the new teacher, the minimum length of training for a secondary teacher, in our judgement, should be five years following the completion of class XII. During these five years, the courses should be so structured as to enable both general and professional education to be pursued concurrently. Such an integrated programme spread over five years will give the much needed time and sustained intensity of experience to produce the kind of new teacher the country needs.

We are aware that at present most of the training courses for the secondary teachers are one year programmes, and currently there does not appear to be much enthusiasm to extend their duration sufficiently to ensure training of high quality. In view of this we would suggest that to begin with, we may have an integrated four year programme which should be developed carefully taking into account the experience of the four year integrated courses now available at the Regional College of the National Council of Educational Research and Training and at one or two other Centres. The four year courses can, if necessary, be made into a five-year programme at a later date, after the model of professional courses in medicine, engineering and law. We recommended that each state may make a beginning by introducing during this plan period at least one four-year integrated college of education. Secondly it may also be possible for some of the existing colleges of science and arts to introduce an Education Department alongwith their other programmes allowing for a section of their students to opt for teacher education. This would help the utilisation of the infrastructure now available in these colleges, thus avoiding initial capital costs.

One-Year B.Ed. Course

The existing one year B.Ed. courses must be made effective both by lengthening the time available and by revamping the current courses and curricula. Today most colleges of education are, in effect, reported to be working for not more than 170-180 days in the year. We are of the view that the two summer months may be added to the academic year ensuring a working year of atleast 220 days. An increase in the working hours per day may also be considered. We are aware that in some places this will entail the appointment of additional staff and restructuring of the programme of studies allowing sufficient time for practical work in the school and community. But the urgency is such that the extra costs and other implications of the reform have got to be accepted.

Training of Elementary Teachers

There is need to review the existing structure and duration of courses available for the training of elementary teachers. In the first place the elementary teacher has often to teach not only the primary classes I to V but also VI and VII. In rural areas this has to be done in the most trying of circumstances; when for instance, there is a single teacher school or when two or three teachers have to manage several classes.

Surely, a certain level of maturity is called for in handling such situations. A good grounding is also needed in school subjects and in professional education. Equally important is the need to give the elementary teacher the correct perspectives and insights into the composite culture of India and its national goals.

Current practices as indicated in the national survey of teacher education at elementary level reveal a variety of practices

(i) One year course after class Ten
(ii) Two year course after class Ten
(iii) Two year course after class Twelve

Considering that the elementary stage is so crucial a level we are strongly of the view that the professional training for the elementary school teachers should begin only after the twelfth class and the training should be of atleast two years duration.

While selecting a teacher for training, the following factors may be taken into consideration:

a) Good physique
b) Linguistic ability and communication skills
c) A fair degree of general mental ability
d) General awareness of the world
e) A positive outlook on life
f) Capacity of good human relations

Selection of trainees should be made through a combination of objective tests, rating scales, group discussion and personal interviews.

The approach could be to recruit an untrained teacher with first class graduate/post-graduate degree and then giving him on-the-job training to be followed by full training at the school. Their induction into pedagogical studies may be done in collaboration with local teachers, after which they could appear for the same B.Ed. or through correspondence course or any other system that is locally feasible.

The integrated four-year curriculum for a degree in education should consist of two elements, namely general education and professional preparation.

General education will include:

(i) Study of a language
(ii) Three or four disciplines from among the subjects taught at school
(iii) Seminars, projects and study visits

The professional preparation part should consist of:

(a) Study of education as a discipline including educational psychology, sociology of education and educational philosophy.
(b) Practice of teaching and its content-cum-methodology; and
(c) Learning a variety of skills related to the role of a teacher, including educational technology and preparation of software.

A cadre of teacher educators in educational technology may be formed. One such educator may be appointed in each college of education.

The preparation of a teacher must be regarded as a joint responsibility of the College of Education and the practice teaching school.

Apart from teaching methods, the pupil teachers should also gain experience of his other roles such as organisation of co-curricular activities and working with the community. The word practice teaching should be replaced by the work internship as it suggests a much more comprehensive concept of teacher training.

The duration of internship should not be less than four

weeks in the third year and three weeks in the fourth year of study. During this period, stress should be laid, among other things, on blackboard writing, drawing skills, making and improvising aids to learning, and using technological equipment. Participation in co-curricular activities like games, sports, music, dance, drama should be obligatory.

The Faculty must evolve the right tools for evaluation of pupil-teacher performance in the class and also take into account such factors as attitude to work, love for children, scientific outlook etc. Self assessment and pre-lesson and post-lesson discussion should be encouraged.

In the case of the one year B.Ed. course a minimum of six weeks of internship at school, preceded by a general introduction to the life and work at school for one week, should be the minimum.

The teacher education curriculum (one year B.Ed. curriculum) prepared by the National Council for Teacher Education 1978 should be reviewed by Boards of Studies in Education of various universities, and suitably modified.

The teacher educators in Colleges of Education should be drawn both from disciplines, various schools subjects and educational disciplines-like psychology, sociology, philosophy etc. The minimum qualification for a teacher educator should be a post-graduate degree in the subject and a B.Ed., preferably an M.Ed. degree. The need for their continual in-service education must also be recognised so that a College of Education can form part of the main stream of academic life of their respective universities.

Some lecturers in the teacher training colleges are not qualified to teach subjects entrusted to them. To obviate this difficulty in future, it is desirable that colleges of education should offer only such subjects for specialisation for which they have the qualified staff. Also steps should be taken by the universities to ensure full staff strength keeping in view the needs of the trainees.

The teacher trainers themselves should be proficient in the use of skills they seek to develop among their trainees. In particular they should be proficient in the service and maintenance of hard ware of educational technology and must

be knowledgeable about the available sources for software (educational technology).

Colleges should depute their teacher trainers to participate in specially conducted workshops to develop planning and organisational skills in co-curricular activities for which help of institutions like Bal Bhavan, National School of Drama and National Film Institute could be taken.

The training curriculum for elementary school teachers will also consist of general education and professional preparation. Sufficient emphasis needs to be given to the mastering of language and communication skills and to the trainee's value orientation.

As for professional preparation, pedagogy, practice teaching, development of skills such as story telling, recitation, writing on the black-board, use of new technology etc. are important. A greater emphasis on art, music, craft and dance is essential.

Not less than six to eight weeks in the first year and twelve weeks in the second year should be allotted to practice teaching. The trainees may start with one or two lessons a day but should gradually be expected to stay for the whole day and take on full responsibilities of a regular teacher. This alone will develop in them needed professional competence and personal confidence.

The teacher educators for elementary training institutes should be drawn primarily from the cadre of practising primary schools. The minimum qualification of the other staff should be a post-graduate degree with /B.Ed. training. Their continued in-service education is equally important.

The Commission noted that sometimes the least effective District Inspectors of Schools are transferred to the teacher training institutes. This practice must stop forthwith. If necessary, a separate cadre for those in teacher training, in-service education and research should be formed to ensure qualitative improvement in elementary teacher preparation.

There may be no objection to correspondence-cum-contact courses for B.Ed. training but this should be allowed only if satisfactory arrangements exist for practice and proper supervision.

M.Ed. Course of Studies

The existing M.Ed. courses should be thoroughly revamped to provide for greater specialization and must be specifically geared to the preparation of:

(a) Teacher educators;
(b) Curriculum consultants for the State Councils of Educational Research and Training, Science Institutes and State Boards of Education; and
(c) School inspectors, supervisors and educational administrators.

Norms developed by the National Council for Teacher Education for the physical and staff resources of elementary and secondary teacher training institutes will have to be reviewed particularly in view of our recommendations in favour of a four-year integrated course and greater stress on acquisition of practical skills.

It is recommended that each of the better and viable 300 training colleges should be given a non-recurring grant of Rs 3 lakhs during the Seventh Plan to improve its infrastructure; and each of the 500 elementary training schools to be selected for the purpose of a grant of Rs 1 lakh for a similar purpose.

Report of the Working Group to Review Teachers' Training Programme (In the Light of the Need for Value-Orientation 1983)

The Working Group to Review Teachers' Training Programme (In the Light of the Need for Value-Orientation) was constituted by the Government of India on 23 May 1981 under the Chairmanship of Shri Kireet Joshi. The Committee was appointed to review the teacher training programmes with a view to promoting value education. The terms of reference of the working group included:

(a) Suggesting the necessary changes in the present content and scope of value-orientation in education

with special reference to the need to ensure development and promotion among students and teachers not only of the highest values of physical, emotional, mental, aesthetic, moral and spiritual culture but also of those values which are uniquely Indian, and which would promote secularism, pride in heritage and composite culture;

(b) Suggesting a programme of the study of the national freedom struggle;

(c) Suggesting the curriculum content for teacher trainees to achieve the desired value-orientation;

(d) Suggesting special techniques of pedagogy for training in value-orientation;

(e) Suggesting strategies for reorienting serving teachers through in-service programmes;

(f) Suggesting ways of promoting participation of voluntary organisations in organising training courses for teachers;

(g) Assessing dimensions of effort required as also to indicate the extent of governmental inputs;

(h) Making suggestions which would be relevant to the determination of the new roles of teachers as counsellors and guides instead of as mere lecturers and;

(i) Determining the important tasks that teachers will need to undertake towards preparing new educational materials keeping in view the challenges of our times.

A new working model for teachers' training institutes which would train teachers in their new roles by means of first-hand experience of new methods of teaching, learning was proposed. This model envisaged a new system of evaluation which recommends not only written tests but oral tests and submission by the teacher trainee of a project which would give an account of his pursuit of the knowledge of subjects of his specialisation as also any special tasks performed in respect of the general attainments of the development of personality and dedication to serious thought and to high ideals and values.

The working group has proposed a new programme

of studies related to India and Indian values. This programme is divided into three parts. The first part provides for a rapid view of Indian history, laying special emphasis on the study of great leaders of philosophy, science, religion, spirituality and art as also of courage and heroism. It also provides for a detailed study of the story of the freedom struggle as also of the achievements and problems of contemporary. The second part is devoted to 'Achievements of Indian Culture' and it provides for a general acquaintance with Indian religion and spirituality, Indian literature, Indian art, including folk dances as also Indian arts and crafts, Indian philosophy and science, Indian festivals, Indian sports and games and the theme of heroism in Indian culture. It lays a special emphasis on the study of the theme of perennial India. The third part provides for study of one of the important themes from among several proposed themes that the student might like to study in depth. The proposed themes include: 'Unity and Diversity of India', 'Secularism, Tolerance and Synthesis in Indian Culture', 'Remedy of India's Social Evils', and 'India and New Paths of Progress.'

It also discusses the strategy by which the present situation can be changed.

(1) The curriculum relating to value-education and to the study of Indian culture, recommended in this report should be immediately implemented in all the teachers' training institutions.

(2) Till the training institutions are remodelled on new lines as suggested in the report, an interim measure is recommended under which the teachers' training institution should offer three new papers related to (1) and (2) philosophy and psychology of value-oriented education and (3) India and Indian values, as optional papers in place of any other three papers which are at present prescribed in the teachers' training programme. In addition, teachers' training institutions may be recommended to incorporate in their total programme of teachers' education as many elements as possible from amongst all the various suggestions that have been made in this report in regard to value-orientation.

(3) Simultaneously, efforts should be initiated, without delay, to introduce two streams of teacher training programmes: (i) five-year teacher education programmes, after Senior Secondary, leading to a master's degree in education and (ii) two-year teacher education programme, after the first three-year graduation of five-year post-graduation, leading to a master's degree in education. These programmes would be designed on the basis of the pedagogical ideas and value-oriented curricula suggested in this report.

(4) A provision may also be made on an optional basis for the two-year teacher training programme in such a way that a teacher trainee could complete the full programme in two phases, the first phase being of one-year duration, and the second phase of not more than five-year duration during which the second-year programme could be covered through summer courses or other short-term courses. Those who have completed the first year programme could have the possibility of appointment as teachers on probation.

(5) Pioneering and pace-setting value-oriented institutions should be established, preferably one in each State, which should be utilised as centres for training teachers on the basis of the new ideas and values recommended in the report.

(6) A few national institutes of teacher education should be designed and established, especially to educate the staff of the colleges of teacher education in India.

(7) An All-India Public Examination for the evaluation of teacher trainees should be instituted, which would have novel features such as the combination of the written test with oral test and submission of a project report, all of which would have a special thrust towards the promotion of excellence, value-education and a sound acquaintance with India and Indian values.

(8) Measures should be taken to eliminate various evils and deficiencies which are growing alarmingly in teachers' training institutions.

(9) The above recommendations can be effectively implemented if a further proposal is implemented. The proposal is that the Central Government should, by the exercise of its power under concurrency, create a national organisation which would have the following objectives:

(a) To keep under review the institutions and programmes of teacher education in the country at all levels and to maintain high standards of teaching, research and examination in the field of teacher education with a view to developing attitudes, skills and personality which would reflect the image of the teacher embodied in this report.

(b) To establish and to maintain (i) an Institute of Teacher Education, designed especially to educate the staff of the colleges of teacher education in India; and (ii) pace-setting model institutions of teacher education, preferably one in each State which should be utilised as centres for training and radiating new ideas and values in the region.

(c) To provide aid, financial, material and human, and advice necessary for coordination and maintenance of high standards of teaching, examination and research and to stimulate thinking on problems of teacher-education.

(d) To function as an accrediting authority with powers to recognise or derecognise teacher training institutions and degrees awarded by them.

(e) To conceive of and implement programmes of strategies for bringing the existing teacher education institutions to conform to the aims and objects laid down by the Council.

(f) To organise the preparation and publication of a variety of resource material, including material for audio-visual aids and use of educational technology necessary for promoting high standards of work in teacher training institutions.

(g) To organise or support seminars, conferences, symposia as also to set up committees and panels

for the promotion of the objectives, functions and activities of the Council.

(h) To perform such other functions as may be conducive to the realisation of the aims and objectives of teacher education visualised by the Council on the lines recommended in this report.

The Government of India should undertake legislation under its powers of concurrency to create the proposed organisation. The proposed national organisation should be fully financed by the Central Government to enable it to discharge its functions and to provide financial aid to teacher education institutions.

The proposed national organisation should be in charge of implementing the value-oriented programmes of teachers' training. The first step in implementation will be to prepare the educators of teacher-educators. For this purpose, selection should be made from among those candidates who are willing and competent to undertake a special programme of training. The trained educators should have the possibility of being appointed in the pace-setting value-oriented institutions as also in other institutions of teachers' education.

The value-oriented programmes that we have suggested in this report should be fully implemented in the pace-setting value-oriented institutes which, we envisage, will be established by the proposed national organisation. In these institutions, we recommend two streams. In the first stream, there will be admitted those candidates who are willing to pursue the value-oriented teachers' training programme in its fullness over a period of five years leading to a master's degree, after +2 stage of the 10 +2 +3 structure. In the second stream, there will be those who wish to have two-year specialised training at these pioneering institutions after successful completion of their three-year degree course or after completion of a master's degree course in any discipline, or after having qualified themselves for admission in an entrance examination conducted by the proposed national organisation. We also recommend that some facilities should be provided as far as possible in other teacher training institutions also.

It further recommended that a two year teacher education programme may be provided on an optional basis in such a way that the candidate has a possibility of completing the course in two phases, the first of a one year duration in the institution and the second year's course may be completed over a maximum period of five years through several summer or other short courses to be organised specially for this purpose by the institution concerned. The teachers who complete the first year's course may be permitted to teach in a secondary school as probationary teachers and will be confirmed only on completion of the second year's course.

Challenge of Education: A Policy Perspective 1985

This document represents an important stage in the process of reviewing and reshaping the education system to enable it to meet the challenges of the future and also improve its efficiency and quality. This document contains an overview of the state of education and pointers to the direction of future initiatives based essentially on the views and suggestions from educational planners, teachers, students, parents, intellectuals and citizens interested in education.

Teacher and Teacher Education

Teacher performance is the most crucial input in the field of education. Whatever policies may be laid down, in the ultimate analysis these have to be interpreted and implemented by teachers, as much through their personal example as through the teaching–learning processes. We are on the threshold of the development of new technologists likely to revolutionise teaching in classrooms. But unfortunately, the process of updating the curricula of teacher education has been very slow. Much of teacher education is irrelevant even to contemporary requirements, leave alone those of the future. The selection procedures and recruitment systems for

teachers have also not kept pace with the needs in terms of either number or of quality. So much is expected of the teacher, yet teaching has become the last choice in the job market. Therefore, we face a paradox of having better books and research but progressively more indifferent teachers.

Many teachers never get an opportunity to go to a summer course or an orientation programme and the few who get this chance find that the unimaginative one-way teaching routine they themselves follow with their students is adopted with them also.

Teacher Training

In the case of teachers' training, the problem is not of equity or access but of the relatively low standard of candidates considering the role assigned to education and the crucial position of teachers in it, it is necessary that recruitment to teacher training institutions should be regulated through stringent aptitude and attainment tests, giving special consideration to service students, sportsman and people with manual dexterity and wider interests.

There is general acceptance regarding the need for reform of pre-service teacher training arrangements and also an increasing realization regarding in-service training or continuing education of the teaching community. The teacher today faces many challenges, emanating from expanding horizons of knowledge as well as other forces impinging upon the consciousness of the pupils, parental attitudes and their values, social interaction, playmates, etc. have at all time influenced the students. Radio, television and films nowadays distort the process of education and make the task of the teacher much more difficult, while this requires a fresh evaluation of the orientation of the media, it also calls for effective and recurrent programmes of in-service teacher education.

National Curriculum for Primary and Secondary Education: A Framework 1985

Teacher as Producer of Learning Resource

Teachers with short training can prepare the materials from the waste and locally available low-cost materials. Several projects, initiated by the National Council of Educational Research and Training for the training of pre-primary and lower primary school teachers, have proved to be very popular and the demand for such training has been increasing very fast. Training modules of this type should be institutionalised in the pre-induction and continuing education of primary school teachers and non-formal instructors.

Professional Support for Teacher Development

Teacher training institutions generally lay emphasis on the subject matter competencies of the trainee prior to their entry in the professional course. The lack of real integration of the method of teaching with the content of the subject has still remained a major weakness in pre-service training. It is necessary to encourage innovations in designing teacher education curriculum. The methodology of in-service training of teachers has gained increasing impetus in view of the urgent need to recognise massive re-orientation programmes for school teachers, both at the secondary and primary levels in order to introduce new curriculum objectives, content areas, and methods of evaluation. The All India Summer Institute Programme for school teachers, introduced in India in the late 60s and the early 70s and the Computer Literacy and Studies in Schools Project, launched in 1984 (under which several thousand school teachers received in-service training for periods ranging from 3 to 6 weeks) deserve special attention.

Several agencies such as National Institute of Educational, Planning and Administration, Central Institute of English and Foreign Languages, Kendriya Hindi Sansthan,

Regional Institute of Education, Technical Teacher Training Institutes, State Council of Educational Research and Training, State Institutes of Education, Boards of Secondary Education, Departments of Education of the universities, Centres of Continuing Education at district level are engaged in planning and extending in-service programmes. State Councils of Educational Research and Training/State Institutes of Education should involve teacher training institutions, general colleges, high school teachers and supervisory staff of the Departments of Education. There should be provision for less formalised, school-based in-service education of teachers as well. Facilities also have to be provided for self-education namely good libraries, journals, hand books, and resource materials. Availability and continuous strengthening of these facilities would be a big step towards in-service education of the teachers. Orientation of teacher educators, and administrators would be a part of the inservice education programme. Relevance of the inservice programmes to the work expected from the teachers by headmasters community and even from the examination system, on the one hand, and facilities available to the teachers, on the other have to be constantly kept in mind. Planners and administrators should do the total job of relating various aspects.

Monitoring and Evaluation

Monitoring and evaluation of in-service education, like any other programme should be a part of the total programme. Continued feedback on activities planned and undertaken, materials produced and extended, functioning of the agencies involved, number of teachers oriented, should be utilised to correct, replan or redesign the modalities. Performance of the teachers also need to be evaluated frequently.

National Policy on Education 1986

The Government of India announced in January 1985 that a New Education Policy would be formulated for the

country. A comprehensive appraisal of the existing educational scene was made, followed by a countrywide debate. The views and suggestions received from different quarters were carefully studied. The National Policy on Education—1986 gave its recommendations on 23 various aspects of education—elementary education, secondary education, adult education, higher education, technical and management education, media and education technology teacher and their training, evaluation process, research and development etc.

Major Recommendations: Teacher Education

Teacher education is a continuous process, and its pre-service and in-service components are inseparable. As the first step, the system of teacher education will be overhauled.

The new programmes of teacher education will emphasise continuing education and the need for teachers to meet the thrusts envisaged in this Policy.

District Institutes of Education and Training will be established with the capability to organise pre-service and in-service courses for elementary school teachers and for the personnel working in non-formal and adult education. As District Institutes of Education and Training get established, sub-standard institutions will be phased out. Selected Secondary Teacher Training Colleges will be upgraded to complement the work of State Councils of Educational Research and Training. The National Council for Teacher Education will be provided the necessary resources and capability to accredit institutions of teacher education and provide guidance regarding curricula and methods. Networking arrangements will be created between institutions of teacher education and university departments of education.

Programme of Action: NPE 1986

The Parliament discussed the "National Policy on Education 1986". A promise was made at that time by the Ministry of Human Resource Development that it would

present a programme of action for the implementations of the Policy. In the first place, 23 task forces were constituted and each was assigned a specific subject covered by the National Policy on Education. Eminent educationists, experts and senior representatives of Central and State Governments were associated with these task forces. The task forces were requested to examine the present situation in respect of the subjects assigned to them and to elaborate the implications of the specific statements contained in the National Policy on Education. The task forces were expected to project the actions that would be necessary and indicate the broad targets and the phasing of programmes. The task forces accomplished their work and submitted their report in July 1986. Discussions were held and suggestions were presented to the Parliament. The Programme of Action means actions which will be needed in order to implement the directions of the policy.

The Plan of Action indicated the following action:

Reorganisation of Elementary Teacher Education

The National Council for Teacher Education will be given the statutory status and necessary resources to play its role. An important change in the educational system will be brought about by the radical transformation of the present system of elementary teacher education. The functions of an elementary teacher education institution would include:

(a) Pre-service and in-service education of teachers for the formal school system.
(b) Induction level and continuing education of non-formal and adult education instructors and supervisors.
(c) Training and orientation of heads of institutions in institutional planning and management and micro-level planning.
(d) Orientation of community leaders, functionaries of voluntary organisations and others influencing school level education.
(e) Academic support to school complexes and District Boards of Education.

(f) Action research and experimentation work.
(g) Serving as evaluation centres for primary and upper primary schools as well as non-formal and adult education programmes.
(h) Provision of services of a resource and learning centre for teachers and instructors.
(i) Consultancy and advice, for example to District Boards of Education.

Each State Government will set up immediately a Task Force for making an assessment of the number of institutions of this nature required in the State keeping in view the relevant Programmes of Action. The Task Force will also identify the existing institutions which can be developed as District Institutes of Education and Training. As District Institutes of Education and Training get established, sub-standard institutions would be phased out.

A District Institute of Education and Training will perform all the functions mentioned in the preceding paragraph. The Head of a District Institute of Education and Training would be of high status and be a person with a background in elementary education. Special selection procedures will be established to ensure that ablest persons are selected, given higher scales of pay and are reoriented in cooperation with National Council of Educational Research and Training, National Institute of Educational Planning and Administration, State Councils of Educational Research and Training, university departments of education, some outstanding teachers' etc. The Non-Formal Education/Adult Education District Resource Units would be an integral part of the District Institute of Education and Training for which additional faculty will be provided. On this programme, Central Government will meet a major share in funding.

Facilities of latest technology such as computer-based learning system, Video Cassette Recorder, Television etc. will be provided to District Institutes of Education and Training. The teachers receiving training at District Institutes of Education and Training would be encouraged to develop their own programmes using the facilities available at District

Institutes of Education and Training and to use these materials as instructional resources. Capability for making copies of video cassettes, audio cassettes, etc. would also be provided in these institutes, besides, imaginative use of traditional teaching aids would be emphasised and teachers encouraged to improvise their own instructional materials.

Secondary Teacher Education

The responsibility for secondary teacher education would continue to rest with colleges of teacher education affiliated to universities. The university will in co-operation with National Council for Teacher Education exercise responsibility for academic aspects including conduct of examinations, award of degrees and ensuring quality of secondary teacher education institutions. These institutions would also be responsible for continuing education programmes for secondary school teachers. Some colleges of teacher education will be developed as comprehensive institutions organising programmes for primary teacher education and possibly also, four years' integrated courses after higher secondary stage, in addition to the usual B.Ed./ M.Ed. courses. These comprehensive institutions would also be provided facilities and staff for undertaking research and to supplement the efforts of State Councils of Educational Research and Training. In order to promote innovations and experimentation, good colleges and departments of education of universities will also be given autonomous status.

In-service Education of Teachers

A great deal of responsibility would be given to State Councils of Educational Research and Training. They would have the major role of planning, sponsoring, monitoring and evaluating the in-service education programme for all levels of teachers, instructors and other educational personnel. The needs for in-service education of teachers arise from several sources, such as, changing national goals, revision of school curricula, additional inputs in teaching-learning system,

inadequate background of teachers, etc. The state level agency would take cognizance of all the needs before preparing a programme of in-service education for a given period of time.

State Councils of Educational Research and Training would also prepare suitable material for in-service education of teachers, undertake orientation of key persons, monitoring and evaluation of programmes. Similar steps for training of teachers in vocational stream should also be taken by State Councils of Educational Research and Training.

The District Institutes of Education and Training for the primary level would be the major agency to conduct the programmes of in-service education for primary teachers; assistance would be sought from school complexes in the district. In case of secondary school teachers, the programmes would be extended through teacher training institutions and the centres for continuing education. The district level education officer will help in effective conduct of the programmes.

All in-service education programmes cannot be organised in face-to-face modality, especially in view of the numbers involved. Distance in-service education materials will be prepared and extended with the help of broadcasting agencies. State Councils of Educational Research and Training would be equipped with necessary resources for production of learning material other than print. Minimum essential equipments to record audio, video programmes would be provided to each State Council of Educational Research and Training. The comprehensive colleges of education as well as District Institutes of Education and Training would also be provided production facilities in a phased manner. The production facilities at District Institutes of Education and Training and the colleges may not be of professional quality which would produce material which can be used in its own training programmes and can also be shared by other sister organisations. Experiences especially those of voluntary organisations should be drawn upon in designing courses, development of material and strategies for in-service education.

Cadre of Teacher Educators

A separate cadre will be created for appointment of staff in State Councils of Educational Research and Training, Secondary Teacher Education Institutions and District Institutes of Education and Training. Persons selected to this cadre will receive incentives such as housing and placement in a higher scale of pay. Special arrangements will be made to ensure continuing education of these persons. An inter-change will also be organised between teaching and teacher education. Sufficient number of supernumerary/reserve positions will be created in schools to enable people from this cadre to go as teachers for 1-2 years every 4-5 years.

National Council for Teacher Education

National Council for Teacher Education has been in existence since 1973 but it has not been able to guide the system of teacher education to meet emerging challenges. Some of the difficulties are inherent in its constitutions. To remedy this, it will be conferred autonomous and statutory status.

It would perform the following functions:

(a) Accreditation/Disaccreditation of institutions of teacher education.
(b) Laying down of standards and norms for institutions of teacher education.
(c) Development of guidelines for curricula and methods of teacher education.
(d) Other functions like earning of credits for in-service education, duration of various courses, emphasis to be laid on training programmes for Non-Formal Education/Adult Education instructors place of correspondence education in teacher education etc.

Some other functions like preparation of learning materials, orientation of senior teacher educators etc. may continue to be performed by National Council of Educational Research and Training, State Councils of Educational Research and Training, in co-operation with National Council for Teacher Education.

The curriculum for teachers' training needs to be revised in the light of the new policy thrusts. In particular, there should be an emphasis on integration of education and culture, work experience, physical education and sports, the study of Indian culture and the problems of the unity and integration of India. Planning and Management are emerging areas and curriculum should bring out the importance of these areas. Educational Technology will influence not only methodologies of teaching-learning process but also the contents and their design. These aspects should also be taken into account while framing the curriculum.

There is too much emphasis in text books on western ideas, and teachers under training do not get exposed adequately to Indian philosophical and psychological concepts of education. Therefore, National Council of Educational Research and Training and University Grants Commission should undertake the task of preparing new learning materials, which would include textbooks, reference books, anthologies, slides, films etc., and which will reflect the Indian experience in education.

Teachers and Their Training: Present Situation

Traditionally teachers have enjoyed a position of great respect in our country. The religious leaders and social reformers have been addressed as teachers of the people. Hundreds of thousands of teachers are still held in esteem by their pupils and the community. However, on the whole the status of teachers has diminished during the last five decades. The reasons are deterioration in work, phenomenal expansion of the educational system, lowering of standards of teacher training, a general impression that a very large number of teachers do not perform their duty properly, changes in the value system in society etc. The status of teachers has had a direct bearing on the quality of education, and many of the ills of the latter can be ascribed to the indifferent manner in which society has looked upon the teacher and the manner in which many teachers have performed their functions.

National Curriculum for Teacher Education 1988

Objectives of Teacher Education Programme

General Objectives of Pre-service Teacher Education Programmes

The teacher education programme at all levels should seek to develop in the prospective teacher:

1. Knowledge and understanding of:

- the Indian socio-cultural context and the role of education in national development.
- the process of human development and learning in all its dimensions and its implications to education.

2. Professional competencies and skills relating for:

- effective communication
- effective curriculum transaction utilising learning resource of various kinds and employing interactive teaching-learning strategies to promote all-round growth of learners.
- comprehensive and continuous evaluation of learners' progress through appropriate tools and techniques.
- effective management of learning within and outside the classroom to maximize learner's growth.
- catering to the learning needs of special groups of children—the gifted, the slow learners and the disabled.
- organising co-curricular activities of different kinds to promote all-round growth of child.
- Research and experimentation in education
- offering guidance to students in their personal, academic and occupational problems.

3. Social commitment through participation in:

- developmental activities in the community, extension activities and community services.
- compensatory education programmes for the disadvantaged classes—Scheduled Castes / Scheduled Tribes.

- complementary and parallel educational services systems like non-formal education, adult education, workers education.

4. Positive attitudes towards children, learning, school, professional growth and manual work.

5. Social, cultural and moral values oriented towards the unity and integration of our people.

- democracy, secularism, scientific temper, cultural heritage, conservation of the environment, civic responsibility.

6. Aesthetic contests and appreciation, literary, cultural and artistic pursuits.

Pre-service Teacher Education Curriculum Designs
Some basic principles and considerations

The basic principles and considerations common to teacher education programmes at all stages are as follows:

- Teacher education programmes are programmes for professional preparation of teachers and not programmes of general, academic study. They should accordingly provide for a comprehensive coverage of professional knowledge and understanding and attitudes, interests, values and skills, and have a strong functional orientation.
- Pre-service teacher education, is to be considered as an induction and initiation process. It is not aimed at turning out a "finished" teacher. The programme should have an open ended design fostering initiative for further growth and equipping the trainee with the needed skills of self-directed learning through projects, individual tailored assignments etc.
- The programme should not be rigid and prescriptive but flexible to accommodate local and regional needs, individual differences and creative, innovative ideas and practices.
- Teacher education programmes for the different levels

should share a common design with a built in provision for horizontal and vertical mobility to break the isolation from stage to stage.

- Each component of teacher education curriculum should have clearly defined objectives, realistic in its expectations and avoid overloading.
- The curriculum should emphasise integration of theoretical understandings with their practical application without overdoing one or the other theory, without practical and functional derivatives and practice without any additional frames of reference which will be without consequences.
- The programme should provide for comprehensive and continuous evaluation using demonstrable verbal and non-verbal performance criteria.
- The curriculum should give practicum or field work the central place with appropriate weightage considering its crucial importance in teacher education.
- The programme should foster research outlook and the desire to experiment and innovate.

In-service and continuing education of teachers

The pre-service and the in-service teacher education programme should be viewed, planned and executed as two essential constituents of a single integral system, neither being complete without the other. The In-Service Education and Training visualizes continuous professional growth of teachers. It follows a full fledged face to face regular pre-service education, which enables a person to enter a teaching career. The In-Service Education and Training reinforces the perspective education programme and thus is not a substitute for preservice initiation.

As a measure for improvement and reform in our school education, the In-Service Education and Training should take the form of a movement, in which all teachers, teacher educators and administrators should enthusiastically participate. It should be an activity which the teachers enjoy and look forward to.

The in-service education of teachers should have its own distinct identity and theoretical framework and needs to be developed as a specialised field of study in education. It should continuously develop with inputs from research—both fundamental and applied—covering its management and delivery system, its impact on teacher growth and pupil learning, its effect on and relationship with pre-service teacher education, its methodologies and such other relevant aspects.

It will be worthwhile if undergoing in-service courses becomes a part of the service conditions of a teacher. As a beginning in this regard it is suggested that every teacher may be required to undergo a refresher course of four weeks' duration at least once in 5 years.

The Need for In-service Education

In-service education of teachers becomes all the more necessary in view of the advances in knowledge in the subject. Teachers have to acquaint themselves with such new developments. Besides there are experiments and innovations in the field of pedagogy which ought to be brought to the notice of the teachers, and if necessary required skills to adopt the innovative practices need to be developed. Periodical adoption of new educational policies and consequent changes in the curricula and instructional materials also necessitate in-service education programme for teachers in order to enable them to handle the new material with ease and effectiveness. A teacher can make his teaching more interesting and effective with help of teaching aids. He needs to be trained and retrained periodically in the production and use of appropriate audio-visual aids.

In the pre-service teacher education programme a teacher might have studied a little bit about different kinds of deprivation. In-service education programmes should further equip the teachers with necessary skills to handle children suffering from various kinds of deprivation.

In-service education brings into focus the desirability of a teacher to always remain a learner during his professional life, thus avoiding obsolescence, focilization and irrelevance.

National Curriculum for Elementary and Secondary Education: A Framework 1988

Professional Support for Pre-service and In-service Training of Teachers

Generally, the teacher training institutions rely on the subject matter competencies of the trainee which they possessed prior to their entry in the professional course. These training institutions as such are not equipped adequately to make up the deficiency in the pre-service training so far as the content knowledge of the trainee teacher is concerned. The lack of real integration of the teaching has still remained a major weakness in pre-service training. Therefore it is necessary to encourage innovations in designing the teacher education curriculum. Orientation of teacher educators and administrators should be a part of the in-service education programmes.

Reorientation of In-service

The introduction of new generations of instructional packages should be supported by training of teachers to facilitate the implementation of the National Curricular Framework, to better equip the teachers to handle the new generation of instructional packages and to acquaint them with innovative practices related to teaching-learning and evaluation process of school stage. Special training programmes should be organised for science, mathematics, work experience, art education, and health and physical education.

Establishing/Strengthening/Upgrading of Teacher Training Institutions

To strengthen the training of teachers, District Institutes of Education and Training were proposed to be set up in a phased manner. For improving the quality of pre-service teacher training programme for secondary level, the

colleges of education should be strengthened. A few secondary teacher training colleges should be developed as Institutions of Advanced Studies in Education. These institutions should have networking with the university departments of education, State Councils of Educational Research and Training, District Institutes of Education and Training, Regional Colleges of Education of National Council of Educational Research and Training. In order to enhance professional capabilities for training of in-service teachers State Councils of Educational Research and Training in States/Union Territories should be reorganised and strengthened.

Monitoring and Evaluation of Teacher Training Programme

Monitoring and Evaluation of in-service education, like any other programme, should be a part of the total programme. Continued feedback on activities planned and undertaken, materials produced and extended functioning of the agencies involved and number of teachers oriented should be utilised to correct, replan or redesign the modalities. Performance of the teachers also needs to be evaluated frequently.

Networking of Technical Support Structure for Teacher Training

Several agencies such as National Institute of Educational Planning and Administration, Central Institute of English and Foreign Languages, Central Institute of Indian Language, Kendriya Hindi Sansthan, National Institute for Handicapped, Regional Institutes of Education, and Technical Teacher's Training Institutes at regional level, State Councils of Educational Research and Training, State Institutes of Education, and Boards of Secondary Education, Departments of Education of the Universities, Colleges of Education at the state level, District Institutes of Education and Training and Centres of Continuing Education at the district level, are engaged in planning and extending in-service programmes.

A national agency, supported by state level

counterparts, should continuously 'identify' the needs of in-service education, and recommend suitable modalities in designing teacher education programme. Strategies planned by agencies at the national state or even district level should meet the requirements of reorientation of teachers that arise out of changes in curricula.

Agencies besides being associated with teacher training in the areas of their concern, should develop national and regional curriculum development centres. In order that curriculum development work carried out at different institutions can be coordinated and utilised for mutual advantage at different levels, it would be imperative to establish some coordinating mechanism for dissemination of curriculum and teacher development strategies developed by the different centres.

This will ultimately produce a network of institutions to provide professional support not only to curriculum development but also teacher development.

Committee for the Review of National Policy on Education (1986): 1990

The Committee to review the National Policy on Education 1986, was formed on 7th November 1990 with Acharya Ramamurti as Chairman and sixteen others as members. This Committee's report bears the title "Towards an Enlightened and Humane Society". The Committee was appointed to review the National Policy on Education 1986 and make recommendations regarding the revision of the policy and action necessary for implementation of the revised policy within a time-frame.

Major Recommendations: Removing Deficiencies

Selection of students should be regulated through stringent aptitude and attainment and not merely on university grade or mark.

The training programme should be competence-based and there should be an integration of theory and practice for situational application.

Affective aspects to be taken care of so as to develop in students the qualities such as empathy, attitude towards profession, society and develop values.

In-service and refreshers courses should be specified and related to the specific needs of teachers. In-service programmes should take due care of the future needs of teachers growth. Evaluation and follow up should be part of the scheme. Research should support better management including delivery system of the programme.

Development of innovative strategies and pilot trial of significant activities should be encouraged to ensure the effectiveness of the programme. District Institutes of Education and Training should have the major responsibility for organizing in-service courses for elementary school teachers. A strong distance education system of in-service education should be developed using Television, Radio and print media. It can be strengthened by occasional contact programmes.

All institutions should be strengthened with continuous supply of relevant learning material including journals. Provision should be made for every teacher to attend in-service programmes according to the specific needs and requirements.

The first degree in teacher education should not be given through correspondence education.

Preparing Teachers for the New Thrusts

In the light of the new thrusts which the Committee is proposing for the education system, the teacher training would have to be totally revamped with a view to equip the teacher with the following attributes:

(a) empathy and a social perception of the need profiles of children from different educationally backward sections of society.

(b) Understanding of the status of women in society and the need to introduce a gender perspective in all dimensions.

(c) Capability of imparting education in all aspects of cognitive and affective domains as well as psychomotor skills.
(d) Aptitude for innovative and creative work.
(e) Perception of the interventionist role of education in a stratified society and the ability to give operational meaning to this role.
(f) Preparedness for vocationalisation of entire educational process and aptitude for integration of work in academic learning.
(g) Ability in special areas such as pre-school education, education for the handicapped children, continuous and comprehensive evaluation, activity based learning, scientific methods of acquiring knowledge etc.
(h) A sensitive understanding of her/his role in a decentralized and participatory mode of educational management.

The new thrusts towards Universalisation of Elementary Education would require the teacher of the elementary stage to be trained in the following concepts, methods and skills.

- non-formalisation of the school which would involve introduction of child centered approach, upgraded classroom, disaggregated and continuous evaluation, and a sensitive understanding of child's behaviour.
- reaching out to the unserved habitations and those sections of children who have not so far responded to schooling by organizing 'para-schools'.
- linking up with Early Childhood Care and Education and adopting its playway and activity based approach into the primary school.
- developing school into a community school where school becomes a nucleus of several social and cultural activities of the village besides becoming a centre through which developmental and social welfare services may be made available to the village.
- mobilizing resources; both human and otherwise, for enrichment of the learning environment through introduction of singing, drawing, clay modelling,

folklore and folk singing in the classroom.

- developing content on the basis of the minimum levels of learning.
- Community improvement by communicating the expected learning outcomes in simple forms and arranging opportunities where the community could directly evaluate what their children have gained from the school.
- Capability to guide vocationalisation of entire elementary education.
- Understanding of how to integrate different subjects into an organised whole.

Internship Model of Teacher Training

The internship model is firmly based on the primary value of actual field experience in a realistic situation, on the development of teaching skills by practice over a period of time, on supervised teaching under the guidance of more experienced and skilled persons, on role modelling as a time tested pedagogical principle. It is 'inductive' because it expects to draw theoretical insight after exposure to a range of personal experiences and observations. A deductive model first gives instruction in basic principle in an abstract manner, and expects the student to apply the principle to real life situation later on.

To make a success of the internship model of training the following are required:

- realistic field situation for teachers
- long duration
- supervised teaching in the field
- good role models
- trainers who are themselves skilled and effective teachers

Training High School Teachers

The new National Council for Teacher Education syllabus for B.Ed. courses should be circulated to all Teacher Training Institutions and State/Union Territory Governments

for detailed comments before the matter is finalised. The Committee considered the integrated model of teacher education which has been practiced by the four Regional Colleges of Education. In the model, following class XII, trainee is given a four year course integrating subject and methodology. At the end a B.Sc. B.Ed. degree is awarded. The Committee observed that this model provides the necessary professional touch to the training and therefore needs to be encouraged.

Preparing Teacher Educators for Leadership Role

The Committee notes the following situation with concern:

(a) Educational objectives and strategies are planned in isolation of those who have to implement them, i.e., teachers and teacher educators. Consequently, they interpret the objectives and strategies according to their own perception and this can even result in action that may be diametrically opposite of what was intended.

(b) Teachers and teacher educators do not have any concrete role in policy implementation or its monitoring. Their role is confined to doing only what they are told.

(c) The teacher training institutions, irrespective of their level or status, are essentially service institutions, meeting the expectation of policy framers.

The teachers, teacher educators and the training institutions must be assigned a leadership, strategy formulation, implementation and monitoring role. Unless this is done, the system is unlikely to respond to exhortations to change and serve the society. They lack today the necessary motivation, aptitude and competence to assume the leadership role but this cannot be an excuse for not taking the first step forward in the right direction. With appropriate inputs and mechanism for their growth, a process needs to be generated right away to ultimately place the responsibility where it legitimately belongs. In this, the teacher educator would have a pivotal role.

The Committee presents the following profile of a teacher educator:

- Should preferably belong to the cadre of school teachers and must have experienced the system a least for a few years.
- Should also have exposure to the outside world at large in order to acquire a broader perspective.
- Should be of high academic competence.
- Should possess an integrated view of knowledge and conviction in the interventionist role of education.
- Should have a historical and socio-economic understanding of the problem and issues faced by Indian society, as also the world.
- Should have empathy and burning concern for the under privileged.
- Should have competence for research and an aptitude for using research as a powerful tool for educational and social development.
- Should be distinguished by having personal attributes such as:
  (a) ability to think and work with a sense of independence.
  (b) ability to act against the prevalent or populist opinion.
  (c) ability to convince and catalyze people.
  (d) ability to lead both by precept and practice.
  (e) ability for creative and sustained action.
  (f) ability to mobilize resources, both human and financial, from within and outside the community.
  (g) ability to work with different segments of society, including the Government.
  (h) A high motivation for need achievement which will include:
    (a) a desire to achieve.
    (b) ability to work even when demotivating factors are present.
    (c) a willingness to accept responsibility and feel accountable.
    (d) high inter-personal skills.

In order to develop such a teacher educator, a special programme of education, having the necessary status and resources would have to be developed. The programme would give adequate weightage to cognitive, affective and operational components of the role expected of a teacher educator. Institutions running these programmes must play an active role in educational policy making, planning, implementation and monitoring from the very beginning, thereby also providing a field situation in which the trainees of a teacher educator programme would receive training.

Continuing Teacher Education

The proposed educational complex may be given the responsibility for co-ordinating and organizing in-service teacher training programmes for the teachers in the area of its coverage. In particular, the complex can provide an effective channel of communication between the school and District Institute of Education and Training.

Miscellaneous Issues

The practice of using teacher training institutions as a dumping ground for unwanted or troublesome persons should be stopped forthwith. Instead, competent persons may be brought into these institutions from schools and other Government institutions on a rotational basis.

The continuation of a teacher may be linked with the completion by her/him of the requirement of updating her/his knowledge from time to time.

In a national workshop held by National Institute of Educational Planning and Administration (Dec.1989) a detailed articulation was made that—all necessary administrative and financial powers be vested with the Head of the institution (i.e. primary/middle/high schools) so that she/he may function with autonomy to fulfil the assigned role.

District Institute of Education and Training

The State Governments must ensure full autonomy to District Institutes of Education and Training for embarking

upon programme of research and training so that these are to play their expected role in bringing about quality improvement and reform.

In view of the new thrusts given by this Committee to education, District Institutes of Education and Training would have to undertake fresh responsibilities and develop competence in the respective areas as enumerated below:

(a) Universalization of Elementary Education;
(b) Early Childhood Care and Education;
(c) Women's education with emphasis on giving a gender perspective to the entire educational process;
(d) Education for promoting equity and social justice among Scheduled Castes/Scheduled Tribes and other educationally backward sections of society, including minorities;
(e) Vocationalisation of the entire educational process; and
(f) Examination reforms, modularisation, multiple entry and exit points.

Status of Implementation of the Centrally Sponsored Schemes of Teacher Education

Emergent steps should be taken for getting completed all the phases in teacher education institutions for which financial assistance has been given by the Government of India.

Further financial assistance to States which have not so far completed the earlier phases of project implementation should be avoided—i.e. until physical progress is demonstrated in regard to funds given but not yet used.

As the faculty of the District Institutes of Education and Training is the most crucial element in the teacher education programme, emergent urgent attention may be given to the filling up of all the posts. Recruitment rules for manning these points should also be got issued by the State Governments urgently.

Curriculum Development Centre in Education 1990

The Curriculum Development Centres programmes was taken up by the University Grants Commission in order to promote excellence in teaching at undergraduate level and post graduate level.

Aims of the B.Ed./B.T./B.A. B.Ed. Course

The main objectives of education at present as given in the syllabus of the various universities are:

i) To develop an awareness of the role of teacher in realising the objective of school education.
ii) To develop competence to teach at least two school subjects on the basis of the accepted principles of learning and teaching.
iii) To develop skill for continuously evaluating pupil growth.
iv) To develop understanding, interest, attitudes and skills which would enable him to foster all-round growth and development of pupils under this care.
v) To develop competence to act not only as a leader of the children but also as a guide of the community and as a liaison between the school and the community.

Minimum Entry Requirement

A Bachelor's degree is the minimum requirement for admission to the B.Ed./B.T. Courses. Where the course is offered as a four year integrated Course (B.A. B.Ed. or B.Sc. B.Ed.) the entry requirement is eligibility for admission to undergraduate courses of the respective universities.

Nature and Duration of the B.Ed./B.T. Programme

The B.Ed. programme is offered as a regular course in all universities. In a few universities the correspondence courses for B.Ed. is also conducted. The duration of the course

is one year in all the universities. The Shivaji University offers B.A. B.Ed. Programme of four years duration.

Curriculum

The course of study for the B.Ed. Programme consists of two parts.

Part I: Theory

Part II: Practicals

Wide variation is seen in theory papers offered in different universities. Three to four core papers, 2 optional and one specialisation paper is the pattern commonly followed.

The practicals consist mainly of Teaching Practice, Practical work related to theory papers and other practical work.

Examination System

External and Internal of examination system in theory is prevalent in almost all universities. Some universities have internal assessment for theory papers also and in such cases the ratio between internal and external varies from 1:4 to 1:2.

Four models for B.Ed. Programmes are as follows:

Model 1: B.Ed. 1 year

Core paper
Optional paper
Elective paper
Practice Teaching
Practical work

Model 2: B.Ed. 1 year (Semester System)

Ist semester	*IInd semester*
Core papers	
Optional paper	
Practical	

Model 3: B.Ed. 1 year and 5/6 months' Internship

Part 1: Theory
Core papers

Optional papers
Special papers

Part II: Teaching Practice and Internship
Model 4: B.Ed. (Basic) 1 Year

Theory: core paper
special paper
Practical:

Training of Teachers to Impart Education According to Revised Curriculum

Teachers in college of education or here afterwards referred to as teacher-educators will have to play a key role in implementation of any teacher education programme. The new curriculum suggested has enriched content and widened scope and hence orienting teacher-educators is essential for its effective implementation.

Two models are presented for organising orientation courses to orient teachers with new curriculum.

Model 1: emphasises on establishing the new agency for conducting these courses.

Model 2: emphasises an orientation by the national curriculum centre with the help of state and district resources.

Model 1

i) Establishment of one Central Institute of Teacher Education and one State Institute of Teacher Education in each state.

ii) The Central and State Institutes of Teacher Education will be centres of excellence in teacher-education and will be provided with all facilities. It would be better if these Institutes are developed completely as new institutions with all modern facilities rather than modifying present teacher-education institutions. They should be modelled like National Institute of Banking Management, Pune, Tata Institute of Fundamental Research, Bombay, Indian Institute of Management, Ahmedabad or like Indian Institutes of Technology.

iii) All the orientation courses will be mainly organised by these institutes supported by other teacher-education institutes.

iv) Teacher educators attending course in these institutes will be given all financial assistance needed.

v) All modern methods of training will be used in these institutes like use of modern media—videotapes, computer programmes etc.

vi) Selective admission in these institutes will inspire teacher educators to work hard and completion of course in these institutes will also provide financial gains to teacher educators.

vii) Every teacher educator shall have to undergo at least one course in these Institutes within every five years of his service.

viii) These Institutes will offer variety of courses useful to teacher educators including orientation for new curriculum.

Organising other Orientation Courses

The courses are to be organised at three levels: (a) National level (b) State level (c) University level.

a) ***National level courses:*** These are meant for key personnel who will further work as resource persons, can be arranged at two three places in the country.

b) ***State level courses:*** For state level courses personnels who will further work as resource persons, can be arranged at two three places in a State.

c) ***University level courses:*** In each university there will be courses for: Principals/Heads; Teacher Educators.

It is suggested that four weeks' programmes may be organised for all core subjects to orient teacher-educators for their new teaching strategies. Two weeks orientation programme will be organised for elective and optional subjects for subject enrichment teaching strategies.

Resource Persons

Competent persons be appointed as resource persons for each subject. A national and State level list of resource persons be prepared for each subject. A competent resource person is likely to inspire teacher-educators. The orientation courses will be workshop type and hence more emphasis should be given on activities on the part of teacher educator rather than mere lecturing.

Model 2

The model provides 3 levels of orientation courses:

1. National level orientation programmes for state key resource persons (who will be the leader trainer for this new curriculum in his/her state at national curriculum centre.
2. State level orientation programme for principals/Heads and teacher educators from each district (who will be the leader trainer for this new curriculum in his/her district).
3. District level orientation programme for every teacher educators of that district.

(1) Key Resource Persons should be oriented with the philosophy of new curriculum, with objectives, instructional technique, evaluation technique for theory papers. Implementation of practice teaching and arranging practical work as well as the method of organizing internship programme. The major emphasis should be on planning the practice programme. The number of participants should be more than 20 in one programme.

The training should be arranged at the National Curriculum Development Centre, University of Kerala with the help of concerned members of Undergraduate Committee. At least two persons in each state may be selected for this training who may act as the key Resource Persons responsible for the training of all the teacher educators of that state. These persons should also be given training

in organizing training programmes in states. The duration of this training may be from 10 days to 15 days.

(2) These trained Key Resource Persons will be made incharges of orientation programmes for this curriculum in their states. They will prepare a plan of training of all the teacher educators. They will organize training for teacher educators in implementing new curriculum and will clarify his new role in training college. Two teacher educators from each Institution will be selected for training in these phases. In one course not more than 40 teachers will be trained. The National Committee member will also be consulted Key Resource Persons for making training programmes.

(3) In third phase, these orientation courses may be conducted at district level. All the teacher educators working in training departments in that district will be attending the orientation programmes. The principal and the lecturer trained at state level has to play the role of Trainer/Incharge for these District Training Programmes. The duration of this programme may be 10–15 days. Not more than 40 teachers will be oriented in one course. The course will be operated till all the teacher educators of that district are oriented.

(4) In India there are about 360 colleges for preparing secondary teachers. On an average if we put 15 teacher educators in one college, the number of teacher educators will not be more than 5400.

(a) we require two national level orientation programmes to train about 40 key resource persons.

(b) Two State level training courses.

(c) 130 district level training programmes.

(d) TA/DA and other expenditures should be met by either the State Government or University Grants Commission for all these training programmes. The textual material should be

prepared and distributed in all the training courses.

After the new curriculum is accepted and implemented the members of the present Curriculum Committee should visit, inspect, supervise and suggest regarding the proper implementation of the curriculum in some randomly selected Training Colleges/University Department in each State. Their reports should be discussed at the National curriculum centre, and suitable measures may be adopted for improving the conditions.

The national curriculum centre should be made responsible for organising further refresher cources for the experienced and orientation courses for new teachers in the profession. The national centre through which new trends, new tendencies, latest developments recent advances and conclusion of researches on teacher education and curriculum will be communicated to the teacher educators occasionally. This Bulletin will also help in professional development of the teacher educators.

National Council for Teacher Education Committee for Teacher Education Programme Through Distance Education Mode 1990

A Committee for Teacher Education Programme Through Distance Education mode was appointed by National Council for Teacher Education under the Chairmanship of Prof. M.B. Buch in January 1989. The Committee was appointed to review the present status of B.Ed. (Correspondence) courses, and to consider the specific issues raised by the Ministry of Human Resource Development with regard to correspondence courses and also to make specific recommendations on the distance education in teacher education for specific categories of teachers, such as untrained or under-qualified teachers who are already in job.

Major Recommendations:
Suggested Guidelines for B.Ed. Programmes through Distance Education mode

The duration of the programme should be 24 months. The programme should have the following components:

(a) Professionally developed printed course material (revised every four years) sent through correspondence.
(b) Audio and video packages wherever possible to supplement the printed material.
(c) Regular assignments (compulsory) which is promptly evaluated and the feed-back provided. There may be at least one assignment per course per semester i.e. four assignments for each of the seven courses.
(d) An internship of three weeks (compulsory) during which time the trainees are attached to regular schools for their practice teaching under supervision.
(e) Twelve weeks (72 days) of compulsory contact programmes for tutorials, lectures by competent resource persons, counselling, listening to/viewing audio/video programmes, and for supervised practice teaching in simulation. The contact programme may be organised as either (i) two compulsory summer schools of six weeks each or (ii) seventy-two compulsory weekend tutorial sessions of 150 minutes each in study centres and two compulsory summer schools of three weeks each.
Note: Examinations have to be conducted outside of these 72 days.

Admission should be on the basis of performance in a valid entrance examination.

The number of students to be enrolled is to be prespecified.

The entry qualifications for the B.Ed. (Distance Education) programmes should be the same as those for the B.Ed. programmes in the conventional mode.

The Staff Structure should be as follows:

(a) Faculty: For every 500 students enrolled, there may be a ten strong full-time, Core-faculty and a ten strong

part-time faculty in addition to external course-writers. An institution may, however, go for a greater proportion of part-time faculty based on a sound principle of full-time part-time equivalence.

(b) All technical assistance should be hired on contractual basis.

(c) Administrative and support staff may be of proportionate strength as per standard norms.

There should be strict parity in tuition fees maintained between the B.Ed. programmes offered through the conventional face-to-face mode and those offered through distance education mode. In addition, charges for course material, and postage may be levied.

Financing distance education programmes for teacher training should be based on the same principles as those governing finance of regular programmes of higher education. Public funds, and not tuition fees, should be the main source of finance. The Committee worked out costing based on certain assumptions.

Central Advisory Board of Education Committee on Distance Education 1992

The Central Advisory Board of Education Committee on Distance Education was appointed by the Government of India, under the Chairmanship of Shri G. Ram Reddy in 1992. The Report of Central Advisory Board of Education Committee deals with concept, growth, objectives and status of distance education in India and examines the directions of growth and development of open learning and distance education system, measures for reorientation of correspondence courses into the distance education mode, role of Indira Gandhi National Open University in the promotions of open university system and use of electronic media and new communication technologies in distance learning.

Major Recommendations

The National Policy on Education Review Committee listed out a number of propositions which should inform content and process of teacher training programmes. These propositions are an elaboration of the provision in National Policy on Education/Programme of Action and many of them built into the teacher education programmes. The major recommendations are as follows:

(a) Theory and Practice should be integrated for situational applications.

(b) The training programme should promote qualities and values such as empathy, particularly to the girl child and children from educationally backward sections of society, and right attitude towards the profession and society.

(c) The teacher training programmes should cover concepts and methods relating to child-centred approach, multigrade teaching, continuous and comprehensive evaluation, development of content on the basis of minimum levels of learning, linkages with Early Childhood Care and Education and adoption of playway and activity based approach in primary education.

(d) In-service programme should be related to the specific needs of teachers and take care of the future needs of teacher growth, evaluation and follow up.

(e) Innovative strategies and pilot trial of significant activities should be encouraged.

First degree in teacher education should not be given through correspondence courses.

The National Council for Teacher Education should be immediately provided, as envisaged in the National Policy on Education/Programme of Action, with necessary resources and capability.

An expert body like the National Council for Teacher Education should study the internship model of teacher training, as suggested by the National Policy on Education

Review Committee and guide the State Councils of Educational Research and Training and teacher education institutions.

Regarding National Policy on Education Review Committee's recommendation on the syllabus for the B.Ed. courses National Council for Teacher Education may take necessary action in consultation with States/Union Territories.

The attributes of teacher education identified by the National Policy on Education Review Committee may be kept in mind by the National Council of Educational Research and Training while preparing special programme for teacher educators.

Training and management of in-service training programmes for elementary teachers should be the responsibility of the District Institutes of Education and Training only.

State Government should give emergent attention to fill up all the posts in the teacher training institutions and to frame recruitment rules for them.

Emergent steps should be taken for operationalising the teacher education institutions for which financial assistance was provided by the Government of India, further financial assistance should be denied to those States in which the physical progress and utilisation of funds are unsatisfactory.

Every District Institute of Education and Training should be taken for operationalising the teacher education institutions for which financial assistance was provided by the Government of India, further financial assistance should be denied to those States in which the physical progress and utilisation of funds are unsatisfactory.

Every District Institute of Education and Training should be a distinct identity with enough operational flexibility.

The State Governments and universities may take appropriate action on the recommendations of the National Policy on Education Review Committee on students, taking into account the specific situations.

The National Policy on Education Review Committee also offered suggestions regarding teacher welfare, teacher participation and teacher mobility. The National Policy on Education also called upon the Government and the

Community to create conditions which will help motivate and inspire teacher on constructive and creative lines. It also felt that pay scales and conditions of service of teachers should be commensurate with their social and professional responsibilities, and with the need to attract talent to the profession. The National Policy on Education Review Committee's suggestions regarding office room, residential quarters, medical facilities etc. have to be considered by the State Government in the light of their financial position and other commitments. Regarding teacher participation to management, we consider that teachers will continue to play crucial role in formulation and implementation of the teacher education programmes.

National Policy on Education 1986 Programme of Action 1992

The Revised Policy Formulations which set forth the modifications to the National Policy on Education 1986, were placed before both houses of Parliament on 7th May 1992. A Central Advisory Board of Education Committee on Policy was constituted to review the implementation of the various to parameters of National Policy on Education 1986, taking into consideration the report of the committee for Review of National Policy on Education and other relevant developments since the policy was formulated. The Janardhana Reddy Committee, in its report submitted in January 1992, came to the conclusion that while very little of the National Policy on Education 1986, required reformulation the Programme of Action needed to be revised considerably. On 5–6th May 1992, the Central Advisory Board of Education, the historic forum for forgoing a national consensus on educational issues, considered the Janardhana Reddy Committee Report and formulated the Revised Policy Formulations. On 12th May 1992, the minister of Human Resource Development gave an assurance to present a revised Programme of Action

Teachers and their training: The present situation

Teacher performance is the most crucial input in the field of education. Whatever policies may be laid down in the ultimate analysis these have to be interpreted and implemented by teachers, as much through their personal example as through teaching learning processes. Teacher selection and training, competence, motivation and the conditions of work impinge directly on teachers' performance. The National Policy on Education 1986 calls for a substantial improvement in the conditions of work and the quality of teachers' education. The policy also emphasizes the teacher's accountability to the pupils, their parents, the community and to their own profession. The revised policy formulations reiterate, without modification, the National Policy on Education 1986 postulates on Teachers and teachers, education. The Programme of Action 1986 spelt out the main aspects of the strategy for implementation of these postulates. The Programme of Action 1986 prescription continues to be of relevance and needs to be acted upon with vigour and determination.

The area where significant advances were made since 1986 is teacher education. A centrally sponsored scheme of Teacher Education was launched in 1987. During the period 1986–89, 17.62 lakh teachers were covered under the scheme Mass Orientation of School Teachers. Roughly 70% of the total teacher trained were primary and the remaining 30% were upper primary and secondary teachers.

The objectives of this scheme was to orient teachers in the main priorities and directions envisaged in the National Policy on Education 1986 and to improve their professional competence. The orientation was done through 10 days camps mainly held during summer vacation. The State Councils of Educational Research and Training organized these camps under the guidance and supervision of National Council of Educational Research and Training. In 1989 a special training package was incorporated to impart training in use of Operation Blackboard material and in child centered education.

The Programme of Action 1986 envisaged setting up District Institutes of Education and Training to provide

quality pre-service and in-service education to teachers and Adult Education, Non-formal Education personnel, to provide academic and resource support to elementary and adult education system and to engage in action research and innovation in these areas. March 1992, 306 District Institutes of Education and Training have been sanctioned, of these 162 are already conducting training programmes.

The Programme of Action also contemplated upgrading Secondary Teacher Education Institutions into Institutes of Advanced Study in Education, and strengthening Colleges of Teacher Education. By the end of March 1992, 31 Colleges of Teacher Education and 12 Institutes of Advanced Study in Education have been sanctioned.

A scheme was drafted to provide one time matching grant of Rs. 15 lakh for strengthening each State Council of Educational Research and Training , however this level of grant was found too inadequate and in consultation with the State Governments a scheme has been prepared for conferring independent and autonomous status to the State Councils of Educational Research and Training with responsibility to oversee District Institutes of Education and Training, District Resource Units and other Elementary Teacher Education Institutions.

The Programme of Action envisaged statutory and autonomous status being conferred on the National Council for Teacher Education. For this purpose in consultation with national and state level organisations and other concerned agencies the details have been worked out.

The centrally sponsored scheme of teacher education was evaluated by Institutions such as National Council of Educational Research and Training, National Institute of Educational Planning and Administration, Lakshmi College of Education, Madras and Punjab University, Chandigarh while acknowledging the positive aspect of the scheme the evaluation reports suggested attention being paid to the following aspects:

(i) Adequacy of implementation machinery at the state level.

(ii) Effective personnel policy and prompt filling up of posts with competent persons.
(iii) Sufficient financial and administrative delegation to the principals.
(iv) Streaming flow of funds to institution.
(v) Balance between pre-service training and in-service training.

Action Plan For Teacher Education

(a) Centrally sponsored Scheme of Teacher Education: Keeping in view the desired goal of providing in-service training to all teachers at an interval of five years. The existing scheme of teacher education will be modified and continued. While attempt will be made to provide maximum coverage through District Institutes of Education and Training/ Colleges of Teacher Education/Institutes of Advanced Study in Education, special orientation programmes for teachers will also be launched and Teachers' Centres and School complexes will be tried out on pilot basis. The emphasis in training programmes will be on training in the use of Operation Blackboard materials and orienting teachers towards Minimum Levels of Learning strategy with focus on teaching of language, mathematics and environmental studies.

In the District Institutes of Education and Training, all the districts in the country will be covered by the end of the Eighth Five Year Plan: About 250 Colleges of Teacher Education/Institutes of Advanced Study in Education will be set up by that period. Efforts will also be made to provide programme support to other Secondary Teacher Education Institutes and also to develop training institutions not covered under the District Institutes of Education and Training/Colleges of Teacher Education/Institutes of Advanced Study in Education scheme. State Councils of Educational Research and Training will be made independent and autonomous, overseeing the functioning of District Institutes of Education and Training, District Resource Units, etc. National Council for Teacher Education will be conferred autonomous and statutory status and State Boards of Teacher Education will be set up for effective maintaining standards of teacher

training institutions and other related functions.

The norms of Central assistance under the scheme will be reviewed and revised suitably:

(i) keeping in view the increased costs and other norm-based requirements,

(ii) formulation by the States of an effective personnel policy and of suitable implementation strategy will be made a pre-condition for Central assistance.

Delegation of powers to the Principals and release of money in time will also be made per-conditions. The possibility of releasing funds through autonomous State Councils of Educational Research and Training will also be explored and encouraged. Encouragement will be given to non-governmental teacher education institutions for upgradation, the possibility of releasing funds either directly or through State Councils of Educational Research and Training or through other agencies will be explored.

Efforts will also be made to provide training for pre-school education.

In the area of secondary teacher education, some of the better institutions will be provided programme support so that benefit of in-service training could be provided to a larger number of secondary school teachers. This will be in addition to the existing scheme of Colleges of Teacher Education/ Institutes of Advanced Study in Education.

A special programme will be launched for preparation and production of teaching-learning materials for teacher education in different languages.

(b) Teacher Educators:

The existing programme for teacher educators will be suitably modified taking into account the present day training needs. The induction and continuing training programmes for the District Institutes of Education and Training/Colleges of Teacher Education/State Council of Educational Research and Training faculty will be designed and implemented by the National Council of Educational Research and Training, National Institute of Educational Planning and Administration, etc.

(c) Special Orientation for School Teachers:

In order to achieve the desirable goal of in-service training of all the teachers within five years, special orientation programme for teachers will be launched covering about 4.50 to 5 lakh teachers per year. Before launching the programme, detailed exercise for management, curriculum, teaching learning materials, including audio-video materials etc. will be undertaken. Use of distance mode of training will be encouraged in these programmes and all other programmes of in-service training of teachers. The programme will be implemented by National Council of Educational Research and Training through State Councils of Educational Research and Training and District Institutes of Education and Training with other national level institutions also providing necessary input. Under this programme as well as under the training programmes conducted by the District Institutes of Education and Training, the emphasis will be on training the teachers in the use of Operation Blackboard materials and orienting them towards the Minimum Levels of Learning strategy with a focus on teaching of language, mathematics and environmental studies.

(d) Strengthening of State Councils of Educational Research and Training:

A revised scheme for strengthening of State Councils of Educational Research and Training for making them independent and autonomous and by providing norm-based non-recurring assistance on a long-term basis, will be formulated.

(e) National Council for Teacher Education:

The National Council for Teacher Education will be provided statutory status. A Bill has been drafted for this purpose and would be introduced in the Parliament soon. The Bill envisages a Council, an Executive Committee and Regional Committees. The objectives of the National Council for Teacher Education are as follows:

(i) To create mechanism for determination and maintenance of standards of teacher education;

(ii) To regulate institutions of teacher education with a

view to phasing out sub-standard and malpracticing institutions;

(iii) To lay emphasis on continuing education of teachers; and

(iv) To reduce the gap between supply and demand of trained personnel.

The main functions of the National Council for Teacher Education envisaged in the Bill include:

(i) To lay down norms, standards and guidelines for teacher education courses and for institutions conducting such courses and to ensure their observance;

(ii) To promote coordination and linkages amongst various constituents of teacher education system and other related systems, promote innovation and research in all areas of teacher education and the dissemination of their results and to promote the status of teacher education in the country;

(iii) To lay down norms, standards and guidelines for programmes of continuing education and professional development of teachers and teacher educators and training and education of personnel of adult and non-formal education; and

(iv) To advise the Central Government, State Governments, University Grants Commission, universities and other agencies in all matters relating to teacher education and its development especially in regard to priorities, policies, plans and programmes. State Boards of Teacher Education will also be set up to help in this direction.

National Advisory Committee: Learning Without Burden 1992

A National Advisory Committee was set up on 1 March 1992 by the Ministry of Human Resource and

Development under the Chairmanship of Prof. Yash Pal, former Chairman, University Grants Commission, to advise on ways and means to reduce the load on school students, while improving quality of learning including capability for life-long self-learning and skill formulation.

Inadequate programme of teacher preparation leads to unsatisfactory quality of learning in schools. The B.Ed. programme should offer the possibility of specialisation in secondary or elementary or nursery education. The duration of the programme should either be one year after graduation or 3–4 years after higher secondary. The content of the programme should be restructured, to ensure its relevance to the changing needs of school education and to make it more practicum-centered. The emphasis in these programmes should be on enabling the trainees to acquire the ability for self-learning and independent thinking. Pre-service teacher education programme being a professional course has to be a rigorous, thorough and intensive programme. Therefore, B.Ed. degree courses by correspondence be derecognised.

Continuing education of teachers must be institutionalised. The organisation of in-service education programmes and other activities aimed at professional growth of teachers be systematically designed and conducted imaginatively.

The National Council for Teacher Education Act 1993

An Act to provide for the establishment of a National Council for Teacher Education with a view to achieving planned and co-ordinated development of the teacher education system throughout the country, the regulation and proper maintenance of norms and standards in the teacher education system and for matters connected therewith.

Functions of the Council

It shall be the duty of the Council to take all such steps as it may think fit for ensuring planned and co-ordinated development of teacher education and for the determination and maintenance of standards for teacher education and for the purposes of performing its functions under this Act, the Council may:

(a) undertake surveys and studies relating to various aspects of teacher education and publish the result thereof;
(b) make recommendations to the Central and State Governments, Universities, University Grants Commission and recognised institutions in the matter of preparation of suitable plans and programmes in the field of teacher education.
(c) co-ordinate and monitor teacher education and its development in the country.
(d) lay down guidelines in respect of minimum qualifications for a person to be employed as a teacher in schools or in recognised institutions;
(e) lay down norms for any specified category of courses or trainings in teacher education, including the minimum eligibility criteria for admission thereof, and the method of selection of candidates, duration of the course, course contents and mode of curriculum;
(f) lay down guidelines for compliance by recognised institutions, for starting new courses or training, and for providing physical and instructional facilities, staffing pattern and staff qualifications;
(g) lay down standards in respect of examinations leading to teacher education qualifications, criteria for admission to such examinations and schemes of courses or training;
(h) lay down guidelines regarding tuition fees and other fees chargeable by recognised institutions;
(i) promote and conduct innovation and research in various areas of teacher education and disseminate the results thereof.

(j) examine and review periodically the implementation of the norms, guidelines and standards laid down by the Council and to suitably advise the recognised institutions;
(k) evolve suitable performance appraisal systems, norms and mechanisms for enforcing accountability on recognised institutions;
(l) formulate schemes for various levels of teacher education and identify recognised institutions and set up new institutions for teacher development programmes.
(m) take all necessary steps to prevent commercialisation of teacher education; and
(n) perform such other functions as may be entrusted to it by the Central Government.

Inspection

(a) For the purpose of ascertaining whether the recognised institutions are functioning in accordance with the provisions of this Act, the Council may cause inspection of any such institution, to be made by such persons as it may direct, and in such manner as may be prescribed.
(b) The Council shall communicate to the institution the date on which inspection under sub-section (1) is to be made and the institution shall be entitled to be associated with the inspection in such manner as may be prescribed.
(c) The Council shall communicate to the said institution, its views in regard to the results of any such inspection and may, after ascertaining the opinion of that institution, recommend to that institution the action to be taken as a result of such inspection.
(d) All communications to the institution under this section shall be made to the executive authority thereof, and the executive authority of the institution shall report to the Council the action, if any, which is proposed to be taken for the purpose of implementing any such recommendation as is referred to in sub-section (3).

Recognition of Institutions offering course or training in teacher education

(a) Every institution offering or intending to offer a course or training in teacher education on or after the appointed day, may, for grant of recognition under this Act, make an application to the Regional Committee concerned in such form and in such manner as may be determined by regulations.

Provided that an institution offering a course or training in teacher education immediately before the appointed day, shall be entitled to continue such course or training for a period of six months, if it has made an application for recognition within the said period and until the disposal of the application by the Regional Committee.

(b) The fee to be paid along with the application under sub-section (1) shall be such as may be prescribed.

(c) On receipt of an application by the regional Committee from any institution under sub-section (1),/and after obtaining from the institution concerned such other particulars as it may consider necessary, it shall:

(i) if it is satisfied that such institution has adequate financial resources, accommodation, library, qualified staff, laboratory and that it fulfils such other conditions required for proper functioning of the institution for a course or training in teacher education, as may be determined by regulations, pass an order granting recognition to such institution, subject to such conditions as may be determined by regulations; or

(ii) if it is of the opinion that such institution does not fulfil the requirements laid down in sub-clause (a), pass an order refusing recognition to such institution for reasons to be recorded in writing:

Provided that before passing an order under sub-clause (b), the Regional Committee shall provide a reasonable opportunity to the concerned institution for making a written representation.

(d) Every order granting or refusing recognition to an institution for a course or training in teacher education under sub-section (3) shall be published in the Official Gazette and communicated in writing for appropriate action to such institution and to the concerned examining body, the local authority or the State Government and the Central Government.

(e) Every institution, in respect of which recognition has been refused shall discontinue the course or training in teacher education from the end of the academic session next following the date of receipt of the order refusing recognition passed under clause (b) of sub-section (3).

(f) Every examining body shall, on receipt of the order under sub-section (4)—

(i) grant affiliation to the institution, where recognition has been granted; or

(ii) cancel the affiliation of the institution, where recognition has been refused.

Permission for a new course on training by recognised institution

(a) Where any recognised institution intends to start any new course or training in teacher education, it may make an application to seek permission therefor to the Regional Committee concerned in such form and in such manner as may be determined by regulations.

(b) The fees to be paid along with the application under sub-section (1) shall be such as may be prescribed.

(c) On receipt of an application from an institution under sub-section (1), and after obtaining from the recognised institution such other particulars as may be considered necessary, the Regional Committee shall:

(i) if it is satisfied that such recognised institution has adequate financialresources, accommodation, library, qualified staff, laboratory, and that it fulfils such other conditions required for proper conduct of the new course or training in teacher education, as may be determined by regulations,

pass an order granting permission, subject to such conditions as may be determined by regulation; or

(ii) if it is of the opinion that such institution does not fulfill the requirements laid down in sub-clause (a), pass an order refusing permission to such institution, for reasons to be recorded in writing:

Provided that before passing an order refusing permission under sub-class (b), the Regional Committee shall provide a reasonable opportunity to the institution concerned for making a written representation.

(d) Every order granting or refusing permission to a recognised institution for a new course or training in teacher education under sub-section (3), shall be published in the Official Gazette and communicated in writing for appropriate action to such recognised institution and to the concerned examining body, the local authority, the State Government and the Central Government.

Affiliating body to grant affiliation after recognition or permission by the Council

Notwithstanding anything contained in any other law for the time being in force, no examining body shall on or after the appointed day,

(a) grant affiliation, whether provisional or otherwise, to any institution; or

(b) hold examination, whether provisional or otherwise, for a course or training conducted by a recognised institution.

Unless the institution concerned has obtained recognition from the Regional Committee concerned, under section 14 or permission for a course or training under section 15.

Contravention of provisions of the Act and consequences thereof

(a) Where the Regional Committee is, on its own motion or on any representation received from any person,

satisfied that a recognised institution has contravened any of the provisions of this Act, or the rules, regulations, orders made or issued thereunder, or any condition subject to which recognition under sub-section (3) of section 14 or permission under sub-section (3) of section 15 was granted, it may withdraw recognition of such recognised institution, for reasons to be recorded in writing:

Provided that no such order against the recognised institution shall be passed unless a reasonable opportunity of making representation against the proposed order has been given to such recognised institution:

Provided further that the order withdrawing or refusing recognition passed by the Regional Committee shall come into force only with effect from the end of the academic session next following the date of communication of such order.

(b) A copy of every order passed by the Regional Committee under sub-section (1),

(i) shall be communicated to the recognised institution concerned and a copy thereof shall also be forwarded simultaneously to the University or the examining body to which such institution was affiliated for cancelling affiliation; and

(ii) shall be published in the Official Gazette for general information.

(c) If an institution offers any course or training in teacher education after the coming into force of the order withdrawing recognition under sub-section (1) or where an institution offering a course or training in teacher education immediately before the appointed day fails or neglects to obtain recognition or permission under this act, the qualification in teacher education obtained pursuant to such course or training or after undertaking a course or training in such institution, shall not be treated as a valid qualification for purposes of employment under the Central Government, any State Government or University, or in any school, college or other educational body aided by the Central Government or any State Government.

Appeals

(a) Any person aggrieved by an order made under section 14 or section 15 or section 17 of the Act may prefer an appeal to the Council within such period as may be prescribed.

(b) The Council may confirm or reverse the order appealed against.

Report of the Group to Examine the Feasibility of Implementing the Recommendations of the National Advisory Committee 1993

The group was set up on 25th August 1993 under the Chairmanship of Shri Y.N. Chaturvedi, Additional Secretary, Department of Education of the Ministry of Human Resource Development to examine the recommendations of the National Advisory Committee, under the chairmanship of Prof. Yash Pal (1993), to give its views on the feasibility of implementing them and a time schedule of implementation.

Major Recommendations

The writing of text books as far as possible, should be assigned to school teachers and to those who have developed professional expertise in the area. Subject matter specialist should be engaged as consultants or advisers to the content and presentation of the subject matter to ensure its accuracy. There is a lot of merit in the argument advanced by the Yash Pal Committee for having a programme of B.Ed. aimed at elementary or secondary education. In metropolitan cities a large number of teachers are actually getting recruited for pre-school and elementary schools with B.Ed. qualifications. Recruitment in Kendriya Vidyalaya Sangathan and Navodaya Vidyalaya Samiti is also, in practice, based on B.Ed. qualifications. Therefore this reality needs to be taken cognizance of and the present practice of emphasising

secondary education in B.Ed needs to be given up by enabling B.Ed. to be pursued with either specialisation in secondary or in elementary or in preschool education. In any case the existing arrangements including the District Institutes of Education and Training for preparing Primary schools teachers need to be continued and strengthened.

The recommendations of the Yash Pal Committee for derecognising correspondence B.Ed. degree has proved problematic. While the National Council for Teacher Education has earlier made recommendations on these lines and the University Grants Commission has been interacting with the concerned universities during the last ten years on that basis, such courses are continuing. A recent expert committee of the University Grants Commission has expressed that for women candidates and for people from rural areas, B.Ed. correspondence course opens up valuable career of opportunities. B.Ed. through correspondence course is one of the prominent courses in distance mode. These arguments cannot be totally ignored. The group understands that the matter is at an advanced stage and expected to become operational in the near future. The group recommends that this matter should be referred to the University Grants Commission and the National Council for Teacher Education for appropriate decision.

The emphasis given by the Yash Pal Committee to continuing education of teachers is totally unexceptionable. Thus District Institutes of Education and Training are being set up in the country primarily to meet this need. Distance education system also is coming up in the country which can be used to meet the needs of in-service education. However the progress in this regard has been slow. The group fully supports periodic in-service training of teachers and recommends that the District Institutes of Education and Training should be operationalised as early as possible and the distance mode extensively to strengthen in-service training of teachers.

Guideline for Running of B.Ed. Through Correspondence 1993

This committee was appointed by the University Grants Commission under the Chairmanship of Prof. Ramlal Parikh in 1993.

Major Recommendations

The Committee felt that continuance or launching of B.Ed course through Distance Education should be permitted by the University Grants Commission only under the following conditions:

Ceiling on Enrolment

The universities running B.Ed. correspondence course should not admit more than 250 students in a year.

Eligibility for teachers in service

(a) a minimum of five years teaching experience in a recognised school should be required, preference being given to teaching with some form of training qualification of junior school; and
(b) a Bachelors' degree from a recognised university.

Eligibility for General Candidates

(c) Minimum qualification for admission should be graduation with 60% marks or a Master's degree with relaxation of marks up to 5% for Scheduled Caste/Scheduled Tribe.

Staffing Pattern

The core staff for the B.Ed. distance education course should have the same qualifications as the full time staff of the other academic departments of the university.

The Distance Education should be organised in close collaboration with the Department of Education of the

university and the State colleges of education with core staff of ten teachers, who may be drawn either from the regular or retired staff having all the academic qualifications prescribed by the respective universities for teaching the B.Ed. course.

Instructional Methodology

Universities running the B.Ed. programme through distance education mode should develop high quality self instructional packages and technological support services of acceptable quality on the lines advocated by the National Council of Educational Research and Training/National Council for Teacher Education. There should be:

(a) A minimum of two courses of 30 days face-to-face personal contact programme of which 10 days each should be set apart for practical aspects of teaching like tutorials in optional subjects, record preparation, counselling simulation, case studies and lesson preparation supported by projects and assignments.

(b) A compulsory supervised internship of 60 days be prescribed for each student where he/she will be attached to an identified school for practice work under recognised supervisors. Working teachers should be required to spend at least 50% of their time in identified schools other than their own for practice teaching and training in supportive aspects of teaching practice, like observation, preparation of audio-visual use of technological preparation of lessons, evaluation methodology record keeping etc.

Committee of University Grants Commission on B.Ed. Correspondence/ Distance Education Programme 1994

This committee was appointed by the University Grants Commission under the Chairmanship of Prof. Kherma

Lyngdoh in 1994, to evaluate B.Ed. Correspondence or Distance Education Programmes.

Major Recommendations

Duration of B.Ed. Course and intake capacity

The duration of B.Ed. programme through distance education should be of 14 months including Personal Contact Programmes and teaching practice.

Eligibility for admission

The eligibility for joining the B.Ed. Programme should be:

- Graduation (Merit basis)
- 2 years of continuing experience of teaching in a school.
- Some preference should be given to serving teachers in rural areas.
- Some seats (up to 20%) may be reserved for talented fresh graduates who could be recruited as school teachers so that they may fill up the gap caused by retirement of trained teachers and fulfil the requirement of trained teachers in the new schools that may come up in the future. The State Government should sponsor such candidates and bear the cost of their study.

Personal Contact Programme and Student Assignments

The personal contact programme of 30 days duration (6 hours a day) must be compulsory and students must attend at least 75% of these classes.

Student assignments must be compulsory. They should be carefully evaluated by teachers/tutors with detailed constructive comments. 25 to 30 per cent marks awarded should count towards internal assessment and 75 or 70 per cent for the terminal examination. The turn-around time of students assignments should not exceed 3–4 weeks. Institutes must have adequate number of well-organised and properly

equipped study centres for personal contact/counselling sessions. The number of students per centre should not exceed 60 learners. However, the personal contact programmes at different centres may be staggered in order to accommodate all the students.

Teaching Practice

Teaching practice of at least 40 lessons must be properly organised and monitored by the principal, teachers of the Institutes/University Department of Education/College of Education/retired teachers of these Institutes.

Course Material

The Course material which is the mainstay of correspondence/distance education mode must be of high quality and in proper self-instructional distance education format.

Core Staff

Institutes offering B.Ed distance education programme must have adequate core staff, both teaching and non-teaching in proportion with the courses offered and the enrolment. The rest of the faculty may be drawn on part-time/contractual/ fixed remuneration basis from among teachers of the colleges of education, including retired teachers.

Monitoring and Evaluation of the Programme

The University Grants Commission should have a standing committee to evaluate and monitor the B.Ed. Programme, periodically. The committee should visit the institutes offering B.Ed. correspondence programme and if they are not satisfied with the quality of different aspects and operations of the programme of any university, they may recommend to the University Grants Commission to ask such a university to discontinue its B.Ed. programme.

Special Orientation Programme for School Teachers 1994–97

Special Orientation Programme for School Teachers was proposed to be carried out during the VIII plan. Under this scheme it is expected to train 4–5 lakh teachers every year during the last four years of the eighth plan (1992–97). The emphasis under the training programme will be on training in the use of Operation Blackboard materials and orienting teachers towards Minimum Level of Learning strategy with a focus on teaching of language, mathematics and environmental studies.

Training Schedule

Training programme has to start in autumn break for a week, winter break for a week and three weeks during June. In states where academic session starts from April training will be for three weeks. In states where vacations are in December and January, training will be undertaken during that period.

Mode of Training Programme

Key persons comprise staff of State Council of Educational Research and Training, Colleges of Teacher Education, Institutes of Advanced Study in Education, District Institutes of Education and Training and others as identified by State authorities. Their training will be done by the faculty of Regional Colleges of Education and some of the leading education departments of the universities. Key persons in turn will train resource persons at the block level who in turn will train primary school teachers at the block level. Training schedule has to be communicated keeping in view local conditions and administrative feasibility. State authorities should communicate to the National Council of Educational Research and Training the dates for these training programmes.

Selection Criteria for Training of Personnel

(a) Key persons/resource persons for training are to be selected from Institutes of Advanced Study in Education, Colleges of Teacher Education, District Institutes of Education and Training, State Councils of Educational Research and Training and primary teachers training institutes. Persons nominated should be directly dealing with in-service training programmes and elementary education. Leading and reputed non-governmental agencies can also be considered.

(b) Primary school teachers should be sponsored from schools covered under Operation Blackboard in such a way that:

(i) at least two teachers from every school covered under the scheme of Operation Blackboard in the first phase during 1993–94 are trained.

(ii) teachers from those non-government schools which have been covered under Operation Blackboard schemes may also be included.

Committee of National Council for Teacher Education on Different Modes of Education used for Teacher Preparation in India 1995

National Council for Teacher Education constituted an Expert Committee under the Chairmanship of Dr R.C. Das, on 21st December 1994. The Committee examined all relevant documents, reports of earlier committees and decisions and action taken so far by the National Council for Teacher Education and the University Grants Commission regarding correspondence/distance education modes of teacher education. It also examined all available data on teacher requirements, existing facilities for teacher education, enrolment in different types of institutions, fees charged from students, and the methods of organising theoretical and

practical aspects of teacher education in different institutions.

It deliberated on the expected role of the elementary and secondary school teacher in India today and the knowledge, skills, attitudes and values that the teacher should have to discharge his/her functions effectively. It then considered the appropriateness of the different modes of education for the pre-service teacher education programme to prepare such a teacher.

Major Recommendations

Considering the knowledge, skills attitudes and values that need to be developed in a teacher at the school level for efficient discharge of his functions, pre-service teacher education for the first degree/diploma should be only through face-to-face institutional courses of teacher education of a minimum of one academic year's duration.

No further admissions should be made to courses of teacher education other than regular face-to-face institutional programme of minimum of one academic year's duration from the academic session 1995–96 onwards.

Regarding part-time face-to-face institutionalised programmes of teacher education, it is recommended that National Council for Teacher Education after obtaining detailed information from these institutions may consider their recognition only if their programmes are equivalent to face-to-face full-time institutional programmes in their total duration of instruction including practice teaching and other practical work, academic staff and other infrastructure as per National Council for Teacher Education norms.

Correspondence/distance education mode can be used effectively for in-service education of teachers at all levels who have already obtained their first degree/diploma in teacher education. Every teacher of primary, secondary and higher secondary level should successfully undergo a course of in-service education of specified duration at least once in every five years so as to be eligible for further increments.

Credit points may be given for satisfactory completion of an in-service course after evaluation. These credit points

can be accumulated by a teacher over a period of time by taking different courses. A certificate/diploma may be given after a teacher acquires a certain number of credits through in-service courses.

All instructional materials of an in-service course should be revised at least once in every five years.

As far as possible multi-media packages in self-instructional format should be developed for in-service education courses.

National Council for Teacher Education may identify suitable agencies at the Central, State and district levels for developing materials and for organising in-service education programmes for teachers. National Council for Teacher Education should also ensure standard of quality in the in-service education programmes.

A teachers education programme/institution will be considered to be indulging in commercialization if the total recurring receipts including those from students per year exceeds the recurring expenditure of that year in the programme by more than 10%. This may be ascertained by obtaining annual returns of income and expenditure of the programme/institution.

All money received by an institution should be duly receipted and accounted for.

While identifying institutions indulging in commercialization, the National Council for Teacher Education may look into the following indicators:

- high enrolment
- low teacher-student ratio
- inadequate institutional accommodation and other facilities
- high tuition and other fees
- any other receipts from students other than those prescribed and duly notified

In order to stop commercialization, National Council for Teacher Education may take necessary action so that:

(i) capitation fees should not be collected for admission of students

(ii) admissions to teacher education institutions should be

made strictly on merit basis subject to government rules on reservation.

(iii) admissions to teacher education institutions should be closed after one month of starting of the academic session.

If an institution is identified to be indulging in commercialization, National Council for Teacher Education may adopt the following action:

- instruct the institution to follow the norms prescribed by the National Council for Teacher Education in relation to staff, physical facilities, student enrolment, etc.
- advise the institution regarding the amount of money that may be collected from students.
- withdraw recognition if commercialization is not stopped.

B.Ed. Through Correspondence for In-service Teachers 1995

The Committee was appointed under the Chairmanship of Prof. R. Takwale, Vice-Chancellor, Indira Gandhi National Open University. The first meeting of this Committee to resolve the issue regarding continuation or otherwise of B.Ed. through correspondence in the Indian universities was held on 1st March, 1995 in the University Grants Commission and second meeting was held on 16th March, 1995. This Committee's recommendations has been approved by University Grants Commission and National Council for Teacher Education.

Major Recommendations:
Jurisdiction

Each university will admit only those candidates who are currently working in school system located in the territorial jurisdiction assigned to it by the Act/State Government.

Eligibility Criteria

Entry qualification for admission in terms of marks at graduation or other levels will be the same as prescribed by the State Governments for recruitment of teachers or prescribed for entry to regular teacher education programmes. The admissions will be made after a written entrance examination.

Course

B.Ed. Distance Education mode for Secondary Teachers.

Number of Seats

No university will admit more than 500 candidates in a given academic year.

Duration

24 months for B.Ed. courses, exclusive of the time taken for formalities of entrance test, admission test.

Tuition Fee

Same as applicable to other B.Ed. candidates of the university. However extra charges may be levied on students to cover the cost of print material, audio-visual packages, postage, library service etc.

Entry Qualifications

Only those regular teachers serving in recognised school (primary, secondary and higher secondary levels) within the jurisdictions of the university with minimum of three years of teaching experience.

Staff Structure

For every 500 students there will be 10 full time core faculty and additional complement of 10 part time faculty members.

Teacher Education in Five Year Plans

First Five Year Plan (1951–56)
Major Recommendations

Training of teachers, especially women teachers and teachers for basic schools and also retraining of trained teachers is required for purpose of educational reorganisation. Improvements in their pay scale and conditions of service is also required.

The teachers should also be taught to handle more than one class at a time.

All Government demonstration farms should be used for training the staff of basic institutions. The method of selection should be so devised as to give due weight to personal traits in the teacher like the love of children and rural areas, self help, initiative resourcefulness etc. which constitute really the components to his success as a basic teacher.

The training of a large number of teachers, required within a reasonably short period of time, is a colossal task, which will need the closest cooperation of the Central Government, State Governments and non-official bodies.

The training programmes should be split up into two parts both proceedings side by side: one concentrating on quality and other on those basic skills and knowledge like organised community living, draft work etc. The teacher trained by later method should continue to be trained on the job by guiding literature, by holding short refresher course etc. Teacher training in social education work should be compulsory in all training colleges. The State should provide special grants for the department of social education in training colleges for some years to come to give an impetus to the work. Short and intensive training in social education work should be organised in camps for teachers already in job.

Second Five Year Plan (1956–61)
Major Recommendations

In training for basic teachers seminars, refresher courses and schemes of in-service training should be organised.

Training of secondary teachers for vocational courses will need a great deal of attention. The teaching of crafts in elementary and secondary schools is one of the essential features in the reconstruction of the system of education. There is general agreement that the teaching profession fails to attract a sufficient number of persons who adopt teaching as a vocation and that many persons work as teachers for a short period and then move on to other occupations. Improvement in conditions of teachers is an important desiration or progress in education. The number of teachers has risen from 7.3 lakh before the First Five Year Plan to 10.24 lakh in 1955–56. It is expected that the proportion of trained teachers will increase to 79 per cent and 68 per cent in primary and secondary schools respectively.

Third Five Year Plan (1961–66)

Major Recommendations

Trained Teacher for Basic and other Schools

Teachers who have not been trained in basic education should be given short orientation courses.

The most important measure for the expansion of basic education is the provision of larger facilities for the training of teachers for basic schools and the reorganisation of existing training centres along basic lines. At the end of the Second Plan elementary school teachers were being trained in 1307 institutions, of which about 70% were already organised on the basic pattern.

In most states the period of training for elementary school teachers is proposed to be extended to two years with a view to ensuring a greater measure of thoroughness both in regard to courses and methods. In a number of training schools extension departments will be established for improving the quality of teaching in schools in the neighbourhood.

Secondary school teachers have to be thoroughly prepared for handling new subjects efficiently. The teacher education programme at the pre-service level has also to be reorganised in line with the changes that have taken place at the secondary level.

Training of Teachers

The number of training colleges has risen from 53 in 1950–51 to 236 in 1960–61. In the Third Plan the number of training colleges is expected to increase to 312. The existing training colleges will also be strengthened and expanded to increase the supply of trained teachers. Special emphasis should be given to pre-service training of teachers in Science and Social Studies. To provide in-service training facilities for secondary schools teachers, extension centres were established during the Second Plan at 54 selected training colleges. These centres have been carrying out a comprehensive programme of in-service training covering, seminars, workshops and seminars. The extension service programme has been found to be a valuable medium for continuous in service training and as means of keeping training colleges and the secondary schools in close touch with each other.

Fourth Five Year Plan (1969–74)

Major Recommendations

Teacher Education

To provide for the expansion of enrolment at the elementary and secondary stages and to improve the quality of existing teachers, the programmes of teacher training is being stepped up. The number of school teachers is estimated to increase from 1.4 million in 1960–61 to 2.2 million in 1968–69. There has been considerable expansion of teacher training facilities during the last eight years, but this has not kept pace with the expansion of educational facilities and the number of untrained teachers went up from 490,000 in 1960–61 to 550,000 in 1968–69. The number of trained teachers, during the same period, increased from 897,000 to 1.65 million, raising the percentage of trained teachers from 65 per cent to 74 per cent. Facilities are being provided on a full-time basis for meeting these additional requirement largely through expansion of existing training institutions. To reduce the backlog of untrained teachers, correspondence courses will be provided.

In-service training, specially of mathematics and

science teachers will be emphasised. The facilities available in universities, State Institutes of Science Education and of summer Institutes and correspondence courses will be utilised for this purpose.

Funds will be placed at the disposal of the University Grants Commission to improve secondary teacher training institutions and to develop departments. Their efforts will be coordinated with those of the National Council of Educational Research and Training and the State Institutes of Education.

Fifth Five Year Plan (1974–79)
Major Recommendations

Adequate provision has been made for additional enrolment in terms of teaching personnel and construction of classrooms, especially in backward areas. In addition to expansion of educational facilities, provision has been made for co-curricular reorientation, work experience and strengthening of educational institutions for teachers.

There should be expansion of apprenticeship training programmes and supply of essential commodities to hostel students at subsidised prices.

Sixth Five Year Plan (1980–85)
Major Recommendations

The concept of learning and development through play and joyful activities should be articulated, across age groups, through a programme which should be comprehensive in scope, integrated in nature and reinforced over a long time.

The pre-service as well as in-service training of teachers in all subjects should be promoted on an extensive scale.

Seventh Five Year Plan (1985–90)
Major Recommendations

The training of teachers will include, apart from pedagogy, the use of mass media, science and technology, planning and curriculum design for local environment based courses, mobilisation and use of community resources and other relevant subjects.

There should be special emphasis on teaching methods and other measures particularly required for educating first generation learners and for reducing the number of dropouts. Teacher training institutions should be developed and strengthened accordingly.

Facilities should be created for training of additional teachers required during the Seventh Five Year Plan period. Training of teachers in nonformal and early childhood education should be organised by suitably strengthening the existing teacher training centres.

It is necessary to think of a variety of training arrangements. Among others these would include:

(a) In-service education by utilising the mass media, as was done during Satellite Instructional Television Experiment.
(b) Adoption of schools of lower levels of education by institutions of higher level for upgrading of teacher competencies.
(c) Despatch of teacher guidance notes by training schools.
(d) Publication of bulletins informing teachers of new developments.
(e) Use of correspondence course materials supported by occasional contact.

For continuous improvements in quality of secondary education a effective system of in-service training of teachers is necessary. The existing facilities will be assessed, additional requirements identified and steps taken to meet them.

Eighth Five Year Plan (1992–97)

Major Recommendations

Teacher Education

Statutory status will be accorded to the National Council for Teacher Education to lay down and maintain standards in institution and courses.

Schemes of District Institutes of Education and Training, Secondary Teacher Education Institutes, and Institutes of Advanced Study in Education would be continued and their coverage expanded with a view to strengthening the

institutional infrastructure and programmes of teacher education.

Schemes for strengthening of State Council of Educational Research and Training would be sanctioned and implemented and suitable measures for selection and professional development of staff in State Council of Educational Research and Training, District Institutes of Education and Training, and Institutes of Advanced Study in Education will be undertaken.

A large number of teachers will be covered through in-service programmes both institutional and distance education and reputed professional organisations will be encouraged to conduct in-service and refresher courses for teachers.

Open universities at the national and state levels will be encouraged to introduce induction teacher training courses to supplement the efforts of the existing training institutions. The bulk of seats in teacher training colleges would be reserved for rural women.

Curriculum Framework for Quality Teacher Education 1998

The drafting Committee on Curriculum Framework for Quality Teacher Education was set up by the National Council for Teacher Education under the Chairmanship of Prof. J.S. Rajput to evolve a comprehensive curriculum framework for quality teacher education covering various types of teacher education programmes including alternative modes. It has recommended a transition of one-year B.Ed. Programme to two years of duration. It also outlines specific programmes for teacher educators at Masters level.

Pre-Service Teacher Education
Tasks Ahead

Teacher education in India, with a view to making it relevant to the school system as well as training needs for

preparing teachers at different levels, will have to be further restructured, reorganised and revamped. Multiple models of teacher education may have to be evolved by the universities and other agencies including National Council for Teacher Education. The innovative models to be undertaken have to be relevant from the point of view of the teacher educator as well as those who will assume the role of professionals, requiring interdisplinarity, broader vision, goal consciousness and commitment. These would lead to the improvement in the standards of teacher education and develop professional competencies. Another significant feature of such models would be their being feasible and cost effective. The detailed course outlines will be developed by the universities through their various academic bodies. It, however, pre-supposes that the duration is suitably adjusted with the entry qualifications. Mismatches between the needs of teacher education institutions and the professional preparation of teacher educators working in such institutions will have to be bridged.

There are several workable propositions for evolving a variety of models like school-based models, community-based models, discipline-oriented models, integrated models, comprehensive models etc. Needless to say, it would be necessary to initiate integrated and comprehensive programmes of teacher preparation both in academic and vocational streams. The stage-specific and the need-specific models will have to be evolved.

For Special Teachers

For each category of impairment and disability, special courses shall have to be designed to prepare specialised teachers. Products of such courses would qualify to work as resource teachers in general schools and general classroom teachers in special schools.

In-Service Teacher Education

Strategies

Strategies adopted in in-service teacher education programmes would vary programme-wise and theme-wise.

One has to judiciously select an appropriate training strategy or a mix of training strategies keeping in view the theme, programme duration, background of participants, availability of resource persons, support material and technologies of training at hand. Training strategies would range from lecture-cum-discussion to project work, library work, group interaction and field visits.

There may be many models of in-service training. Some of these are:

Face-to-face Institutional Model: In this model, the training institution offers in-service training programmes at its premises using direct face-to-face training approach. It is most effective when the number of participants is around 30 to 40. Besides lecture-cum-discussion mode, many other transactional strategies are also used, namely project method, case method, library work, peer learning sessions, buzz sessions and other small group techniques. The merit of this approach is that there is a direct and sustained interaction between the participants and the resource persons. The limitation of this approach is that it cannot be used when the institution wants to train a very large number of participants within a short time.

Cascade Model: In this model, the number of persons to be trained is very large and the training design is built on two or three-tier systems. In the first lap, the key resource persons are given training. They train resource persons who, in turn, train teachers. The advantage of this model is that a large number of teachers can be trained within a short duration of time. However, it has its limitations. Knowledge and information passed on at the first tier of key resource persons and then at the second tier of resource persons get somewhat diluted resulting in transmission loss of training effectiveness.

Media Based Distance Education Model: With the advent of satellite technology and computers many training programmes are imparted using electronic media. Audio-conferencing and tele-conferencing are already being used. In these, the electronic media play the key role and the print material a supportive role. The advantage of this model is that

the training objectives can be achieved within a limited time period. The constraint of this approach, however, is the limited availability of the technology itself and its high initial investment.

Besides the above three models, some other important considerations also contribute to the effectiveness of an in-service training programme. These are:

(i) ***Locale:*** Training institutions at the national, state and district level organise training programmes generally at their respective institutions. These institution-based trainings have their own strengths in terms of availability of resources. Their limitations are that they dislodge participants from their work place. This approach is often known as the off-site approach. On the other hand, many institutions organise training programmes at the school itself, using the on-site approach. Thus, the participants are not dislodged from their work place. Extension programmes and on-site programmes take training to the doorsteps of schools/institutions.

(ii) ***Target Groups:*** At present, in-service programmes are organised largely for teachers. A few programmes are also organised for headmasters, principals and other supervisory staff. This net has to be widened and many more categories of personnel have to be brought into its fold. In-service teacher education programmes ought to be offered to all teachers working at pre-primary, primary, elementary, secondary and senior secondary levels. These could cater to teachers working in formal schools, non-formal centres, open and distance teaching institutions and institutions of physical education, adult education, special education etc.

Teacher educators, in general, have limited exposure to in-service education. There is a need to train teacher educators at all levels. In fact, an apex institution needs to be set up for training of teacher educators. Alternatively, some selected institutions may develop special expertise in training of teacher educators. Such institutions would have to develop

relevant support material and undertake critical research studies relevant to in-service programmes of teacher educators.

Besides teachers, supervisors and administrators, there are other categories like Zila Pramukh, Pradhan, Sarpanch etc. connected with Panchayat Raj system who have the responsibility to look after primary level education. Depending upon the resources available, the staff of the support system including librarians, hostel wardens etc. should also be exposed to various programmes to enhance their professional competence.

(iii) ***Transactional Strategies:*** An effective in-service education and training programme would use various transactional strategies like case study method, brain storming sessions, panel discussions, seminars, symposia, small group techniques, project work, library work and lecture-cum-discussion sessions.

The organisers and the resource persons can make an in-service teacher education programme more effective and interesting if the age, experience and background of the participants are appropriately used at the planning phase. Since in-service participants bring a lot of experience and way of looking at educational events, they can significantly contribute to the design and development of the programmes.

(iv) ***Content:*** Content of in-service programmes would depend upon objectives of each programme which could be grouped under the following major categories:

- school subjects;
- pedagogy and methodology;
- emerging issues; and
- teacher's new role.

The focus of in-service programmes is on developing competencies and commitments. The overall aim of in-service programmes is to enable teachers to improve their classroom activities, out-of-the-classroom activities, school activities and community activities.

(v) ***Evaluation and follow-up:*** Evaluation is a weak link in many in-service training programmes. In most of

the cases, in-service programmes are evaluated, if at all, on an adhoc basis. Each in-service teacher education programme should have monitoring as an integral component so that effectiveness of a programme can be properly assessed and appraised. Programme evaluation should assess whether the required inputs were provided to the programme on time, the logistics properly looked after and coordinated, the reading materials provided to participants etc. Another aspect of programme evaluation should be to assess the gains of each participant and yet another subtle aspect is the impact evaluation to assess the impact of the programme at the grassroot level and in the field situation.

Success of an in-service teacher education programme may be assessed by collecting perceptions both of trainees and resource persons. A comprehensive view on quality assurance could be obtained by taking note of the following:

- how has the programme been implemented?
- what is the context? Is the programme relevant to the existing educational context?
- has the programme been planned properly in terms of objectives, duration and resources?
- does the programme satisfy the need of all or most of the participants?
- is the programme cost-effective?

Pointers for the future

- Education and training programmes become more productive and effective when programme planning is participative and transactional strategies are interactive. The need of all in-service teacher education programmes must emerge from the grassroots. For example, under the centrally sponsored teacher education programme, District Institutes of Education and Training are expected to organise programmes for teachers in such a way that every elementary teacher gets a chance to participate in the programme

of his or her choice at least once every five years. In this venture, a state level coordinating agency like State Council of Educational Research and Training can play a facilitative and co-ordinating role to ensure that only need based in-service programmes are launched.

- In some States, due to certain reasons and other considerations, untrained and under-qualified teachers get recruited. These untrained and under-qualified teachers need training and content upgradation. The backlog of untrained and under-qualified teachers has to be cleared at the earliest.
- Whenever teachers are promoted from elementary level to secondary level or from secondary level to senior secondary level, intensive in-service training programmes should be designed and offered to them. Whenever a teacher takes up a new educational assignment say as headmaster or principal, he/she would require task oriented in-service training.
- There is a need to make a shift in organising programmes from training institutions to schools and school clusters. Concerted efforts may be made in this direction.
- Development of support material is very important for in-service education. Unless quality support materials are developed, face-to-face training alone may not be enough. Good quality support material in the form of print, video cassette and computer programmes have to be designed, developed and disseminated.
- Some in-service programmes be made credit oriented. On successful completion of specified programmes, the participants may be considered for professional mobility.
- Participation in in-service programmes within a stipulated period should be made obligatory and appropriate incentives be thought of.
- Organising in-service training programme by using mobile training teams may also be thought of.

Education of Teacher Educators

The professional quality of teacher educators will determine the quality of the training of teachers, both pre-service and in-service. The professional level at which teachers are prepared would, in turn, determine the quality of school education. Again, teacher educators have to be fully familiar with the school realities, social environment and community expectations to realistically perform the challenging tasks before them. On the professional side, teacher educators need to be actively associated with policy formulations, implementation strategies and monitoring of programmes.

Rationale and Objectives

Education and training of teacher educators has to focus attention on the new role of teacher educators, on the problems which reflect the emerging global trends in education and the overall needs and aspirations of the people. It has also to deal with specific problems confronting teacher education institutions and to make teacher education more responsible and responsive. It has to encourage teacher educators' continuing professional growth also. In addition, there are certain practical problems as well. For instance, what would be the basic qualifications of teacher educators at various stages of teacher preparation? What would be the requirements in respect of the core education courses and for the organisation of procedures and practices in the institutions. Answers to several of such issues have to be sought in the very rationale of providing professional education.

A comprehensively identified list of objectives for the programmes of preparation of teacher educators would be to:

- develop competencies and skills needed for the preparation of teachers and teacher educators;
- enable them to organise competency-based and commitment oriented professional programmes;
- enable them to develop pedagogy relevant to the education of teacher educators;
- acquire an understanding of the needs and problems

of teacher educators and teacher education institutions;

- develop skills related to management of teacher education institutions;
- develop competencies of curriculum development and preparation of learning and evaluation materials;
- enable teacher educators to acquire capabilities to organise in-service continuing education programmes;
- enable them to organise need-based and commitment oriented on the job training;
- develop competencies for evaluating educational programmes and teaching learning materials;
- develop the capacity of examination, analysis, interpretation, elaboration and communication of educational ideas;
- relate education and the national needs and develop critical awareness about Indian realities;
- enable them to understand the relationship between Indian ethos, modern technology and education;
- promote the global perspective of educational development with special reference to the developing countries;
- enable them to undertake meaningful educational research;
- develop capacities to reinterpret Indian heritage, culture and values to meet the requirements of the present-day Indian society;
- develop capabilities for self-directed and life-long learning;
- enable them to appreciate and adopt emerging communication technology and innovative practices in the Indian context.

Context and Concerns

Commitment and Performance in Teacher Education

A major concern in school education is the quality and relevance of education being imparted to young learners. Every learner is supposed to acquire mastery level learning in

identified competency areas. NCTE has analysed the existing curriculum of teacher education from the point of view of competency areas. It has emerged that to enhance the quality of school education, equal emphasis needs to be given to competencies, commitment and willingness to perform. A curriculum framework based upon competencies, commitments and performance has been developed. Competency areas namely contextual, conceptual, content, transactional, competencies related to other educational activities, developing teaching learning material, evaluation, management, working with parents, with community and with other agencies have been identified as critical to teacher preparation at the elementary stage.

Acquisition of competencies alone will not be sufficient until and unless the teacher is fully committed. Teacher commitment areas identified include commitment to the learner, commitment to the society, commitment to the profession, commitment to attaining excellence for professional actions and commitment to basic values.

Along with competency and commitment areas, performance areas have also been identified. These include classroom performance, school level performance, performance in out-of-school educational activities, parents-related performance and community-related performance. Teacher education institutions could identify details in each of the three major categories. For each competency, commitment and performance area, the existing curriculum needs to be analysed. Whenever certain unit of curriculum is taken up for transaction, its relationship to commitment and performance has to be examined. Such an approach would provide an opportunity to the training institutions to prepare teachers who are not only competent but are also committed and both these aspects are reflected in their performance leading to higher learning attainments by all children.

The status of the teacher reflects the socio-cultural ethos of a society; it is said that no people can rise above the level of its teachers. The government and the community should endeavour to create conditions which will help motivate and inspire teachers on constructive and creative lines. Teachers should have the freedom to innovate, to devise appropriate methods of communication and activities relevant to the needs, capabilities and concerns of the community.

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